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ABSTRACT

This paper presents a prototype for a comprehensive and coordinated child care training program that provides a flexible framework for administration and program design. The prototype is based on the findings of a pilot investigation of a sample of existing child care training programs. These findings suggest that there is a great need for more information in all areas concerned with training programs for child care personnel. There is also a need for more training of child care workers. The prototype has several advantages: it focuses on local needs; it is responsive to and integrated with service delivery systems; and it permits various groups to begin training activities. The training program is flexible and bases credit upon competency. As an initial step toward the implementation of the prototype, a consortium of federal agencies, personnel of existing training programs, and others interested in training efforts, should be established at the federal level. Secondly, a detailed, nationwide study of training programs should be undertaken to determine the availability and effectiveness of such training. (For related documents, see PS 005 969-978, 980-983.) (Author/AL)

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FINAL REPORT: Part IX

Training Programs

for Child Care Personnel

Volume 1

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Approved for

INSTITUTE FOR INTERDISCIPLINARY STUDIES

Seldon P. Todd,
Director

FOREWORD

This final report is submitted to the Office of Economic Opportunity by the Day Care Policy Studies Group in fulfillment of Contract B00-5121. This report presents the research undertaken by the Day Care Policy Studies Group and does not necessarily represent the policies or positions of the Office of Economic Opportunity.

The final report is presented in two sections; Part I Alternative Federal Day Care Strategies for the 1970's: Summary Report, and Parts II through X, supporting appendices to the summary report. The following separately bound volumes are included:

Parts:
- I — Alternative Federal Day Care Strategies of the 1970's: Summary Report
- II — Volume 1 — Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies
- Volume 2 — Appendixes to Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies
- Volume 3 — Measurements of Impacts of Child Care Programs
- III — Existing Day Care Legislation
- IV — Volume 1 — Costs of Day Care
- Volume 2 — Appendix to Costs of Day Care: Proceedings of a Workshop
- V — Challenges in Day Care Expansion
- VI — Public Opinion Toward Day Care
- VII — Types of Day Care and Parents' Preferences

VIII		Future Trends Affecting Day Care and Preschool Education
IX	Volume 1	Training Programs for Child Care Personnel
	Volume 2	Appendix to Training Programs for Child Care Personnel
X	Volume 1	Day Care: An Annotated Bibliography
	Volume 2	Bibliography Supplement for September, October, and November 1971
	Volume 3	Bibliography Supplement for December 1971

In addition to this final report and supporting technical appendixes, the Day Care Policy Studies Group has provided the following supporting documents to the Office of Economic Opportunity in fulfillment of this contract.

An Explication of Some Alternative Federal Day Care Strategies for the 70's

Potential Impacts from Child Care

Considerations in the Evaluation of Alternative Funding Mechanisms for Day Care Services

The Effect of Present and Proposed Tax Deductions for Child Care

Emerging Findings and Implications for the Implementation of the Day Care Provisions of H.R.1 and OEO R & D in Day Care

Pending Federal Legislation Pertaining to Day Care

Review of Pending Day Care Legislation

Benefit/Cost Analysis of Day Care Programs Under a Family Assistance Plan

The Public's Opinion of Day Care

Paraprofessionals in Day Care

Some Implications of the Provision of Day Care Services

Day Care: An Annotated Bibliography Monthly Supplements

Questions Relating to the Federal Role in Day Care (Unpublished)

Evidence of Interest by States and Local Governments in Implementing Day Care and Preschool Educational Programs (Unpublished)

ABSTRACT

An extensive federal day care program will require a cadre of trained personnel; this paper describes a prototype for the nationwide coordination and development of training programs that will provide and use such a cadre. The prototype is based on the findings of a pilot investigation of a sample of existing child care training programs. These findings suggest that there is a great need for more information in all areas concerned with training programs for child care personnel, specifically information concerning the availability and effectiveness of such programs. There also is a need for more training for family day care mothers, for more training for administrators of day care programs and for supportive personnel, and for more linkages between training programs and the communities they serve. The prototype provides a flexible framework for the administration and the basic design of training programs; it allows maximum coordination of local resources, input, and initiative in the determination of training programs to meet local needs. The prototype has several advantages: It focuses on planning for local needs to avoid a proliferation of untailored programs; it is responsive to and integrated with service delivery systems; and it permits various groups to initiate training activities. The training program is modular, highly flexible, and bases credit upon competency. If implementing the full prototype requires more time and money than are available, components of the structure could be implemented simultaneously.

As an initial step toward the implementation of the prototype, a consortium of federal agencies, personnel of existing training programs and others interested in training efforts, should be established at the federal level. Secondly, a detailed, nationwide study of training programs at all levels should be undertaken to determine the availability and effectiveness of such training.

PREFACE

The Day Care Policy Studies Group of the Institute for Interdisciplinary Studies is conducting research to identify and to explore the implications of alternative federal strategies for day care and child development services in 1970. IIS research has examined the social and economic impacts of child care services upon children, their families, and society, as well as alternatives for funding and for the delivery of child care services.

This paper presents a prototype for a comprehensive and coordinated child care training program that provides a flexible framework for administration and program design. The prototype is responsive to current and evolving needs and, hence, to federal objectives for day care.

The prototype was based in part on a survey of programs currently available for training child care personnel. The survey investigated the administration, organization, and funding of examples of training programs at various educational levels.

Several individuals have made significant contributions, comments, and support during the preparation of this paper. The authors thank Mrs. Erna Fishhaut for her assistance and suggestions in the development of the data gathering instruments and the prototype for the child care training program. We are indebted to those program directors and students who contributed their time and thoughts during many hours of interviews. They include: Mrs. Irene Olson, Rush City High School, Rush City, Minnesota; Dr. Joan Swift, Chicago City Colleges, Human Services Institute; Mrs. Irene Rose,

Atlanta Vocational School and Mrs. Mary Elizabeth White, Home Economics Coordinator, Atlanta City Schools; Mrs. June Sale, Director of the Community Family Day Care Project, Pacific Oaks College, Pasadena, California; Mrs. Aurelia Strupp, Assistant Professor, Department of Home Management and Family Living, University of Wisconsin, Madison, Wisconsin; and Mrs. Hannah Diamond, Assistant Director, Head Start Leadership Development Program, University of Wisconsin, Milwaukee, Wisconsin. Mrs. Martha Homme, Robbinsdale High School, Minneapolis, and Mrs. Ellie Dunn, Rochester Area Vocational School, Rochester, Minnesota, provided many insights and suggestions during the pretest interviews.

Numerous other individuals on the Day Care Policy Studies Staff have contributed to the final product. The authors wish to particularly acknowledge the valuable suggestions, contributions, and continuing support of Dr. Jacqueline Anderson, Project Director, during the course of the work.

TRAINING PROGRAMS FOR CHILD CARE PERSONNEL

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C STUDENT INTERVIEW DATA SUMMARY

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1.0 INTRODUCTION

The role of child care workers is an integral part of any federal strategy in day care and child development, and must be considered under any legislation -- H.R.1, the Comprehensive Child Development Act, or others. The objectives -- benefits to children, families, and society from the provision of day care services -- toward which various components of the federal government are directing their attention in this legislation can only be reached if sufficient numbers of adequately trained child care personnel are available. Also, the direct cost of such personnel and the indirect costs associated with quality control measures (licensing, pre- and in-service training, certification) have a substantial influence on the cost of the services to the consumers and to the government.

The federal government delineates, to some extent, the various training and personnel requirements for the day care system in the federal objectives and strategies for child care; but final decisions about federal objectives and strategies are still pending. Three possible alternative strategies for the provision of day care and child development services have been defined:

Alternative 1: The provision of day care and child development services for less than $1,200 per child per year, for children in low income families.

Alternative 2: The provision of day care and child development services for more than $2,000 per child per year for children in low income families.

Alternative 3: The provision of day care and child development services for less than $1,200 per child per year from children in all families.

These alternatives imply some differences in the scope of day care services, ages and number of children to be served, and the potential for diversity in the delivery system. (A more extensive discussion of these strategies is contained in Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies, Institute for Interdisciplinary Studies, 1971). Each strategy also implies different personnel requirements, staffing patterns, tasks, and levels of competencies. In the absence of specific information about the strategy or strategies to be employed, the scope and content of the training program that will meet the personnel needs of the day care system cannot accurately be determined. Regardless of the specific content, however, it is appropriate and timely to consider a framework for a comprehensive training program that provides an administrative structure, takes into account needs for planning and information, and allows enough flexibility in its design to accommodate various federal strategies and to evolve according to federal and local needs.

Questions of who will provide the training for whom and what will be the mechanisms for coordinating training systems with providers of care remain largely unresolved. Efforts to deal with these issues are fragmented at community, state, and national levels. Current training programs are lodged in educational structures that have little access to information about the day care delivery system and the training efforts that will be required to provide additional personnel for expanded services. Furthermore, information on the types of training programs that now exist and the means for the development of additional programs to supply needed personnel is incomplete.

There is ample evidence that training programs are operating throughout the country, but there are several gaps in the information available:

1. There is no sufficient overview of the entire training system.

2. Available program reports do not provide information that allows adequate comparisons and analyses of programs

3. Existing information does not provide a basis for the analysis of the coordination and integration of training systems with child care service-delivery systems.

Some systematic information is needed about existing programs before it will be possible to evaluate existing training programs and their implications for federal policy concerning the training of future child care workers.

To fill some of the information gaps regarding existing training efforts related to day care, IIS undertook a pilot investigation of seven training programs. Structured interviews were developed and were administered to a small sample of program directors and students involved in day care related training programs in various educational settings: high school, vocational schools, junior college, university, and special programs for Head Start Leadership Development and for the training of family day care mothers.

Based in part on the results of this pilot study, a prototype was developed for a comprehensive and coordinated training program that would provide for:

(a) The coordination of currently fragmented administrative structure with service-delivery and training systems;

(b) The distribution of responsibility for development of programs to facilitate local initiative and to meet local needs; and

(c) program designs to accommodate varying needs for different types and levels of personnel.

This report is a starting point for obtaining a greater perspective on the existing training and delivery systems. It presents information-gathering instruments, some standard information on current training efforts, and a framework for integrating the elements of the day care service and training delivery systems. It does not prescribe the type or number of personnel that would meet alternative day care objectives. These are dependent upon the specific goals of the federal government -- goals that have not yet been determined.

Further assessment of the existing training system is needed, as are cooperative efforts on the part of current training programs, federal agencies and task forces concerned with personnel needs of the day care system. Steps can be taken, however, to prepare for the specific personnel needs through the implementation of the prototype.

2.0 PROTOTYPE FOR A COMPREHENSIVE CHILD CARE PERSONNEL TRAINING PROGRAM

In the near future it is expected that there will be an increased demand for child care services, with a corresponding need for additional manpower to provide care. It is further assumed by many that there will not be enough trained child care workers to meet the needs of the service delivery system. A central issue involves the capability of the current training system to provide adequately trained child care workers at the time they are needed. The current data base for assessing the capacity of the current training system to meet the anticipated supply needs of the day care and child development delivery system is inadequate, as are the mechanisms for dealing with these issues.

To overcome some of these deficiencies, a prototype for the coordination and development of child care training programs has been designed. The concepts, elements, and overall approach presented are partially based on an in-depth examination of several child care training programs currently operating. Many of the findings and subsequent recommendations have been incorporated into or provide the basis for elements discussed in the prototype.

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The details of the pilot study, program descriptions, and general findings and discussion are presented in Section 3.0, "Survey of Selected Programs for Training Child Care Workers," of this report. A summary of findings, implications, and recommendations is presented in Table 1 at the end of section 3.3, "Conclusions and recommendations." A detailed summary of the responses to the pilot survey and the survey instruments themselves are contained in the appendixes.

The prototype presented in this section provides a framework for the planning, coordination, and development of a training program for varied types and levels of child care personnel, affording maximum flexibility in both administrative structure and program design. By ensuring the availability of appropriately trained personnel, the prototype structure will facilitate the expansion and improvement of the day care services throughout the nation.

Initial efforts in establishing this prototype will be geared to establishing federal guidelines and to developing the administration structure. When these are established, it will be possible to develop the mechanisms and resources for:

(a) planning and coordination at all levels, local, state, regional, and federal;

(b) study and assessment of local training needs to avoid unnecessary duplication or proliferation of inappropriately designed training programs;

(c) maximum feasible participation by students, individuals with low incomes, and child care providers and users in the assessment of local needs and the selection of training priorities;

(d) flexibility in program design to allow for a variety of training programs and for modification of program purpose and function that corresponds to training needs.

The model training program is designed to be responsive to the needs of the delivery system and, hence, is a means for achieving federal objectives. The training program uses an individualized approach to the acquisition and development of practical knowledge and skills that accommodates trainees of different backgrounds and levels of competency. To maximize the outcomes for trainees and the delivery system, the program:

- selects and trains students on the basis of the pre-determined needs of the delivery system for varied types and levels of personnel, either by upgrading personnel in existing child care settings and occupations or by increasing the supply to meet anticipated personnel needs for an expanded day care system.
- utilizes an approach to curriculum design and student programming that permits modification of the occupational roles and levels trained and variation in the duration of training; the personnel thus trained may be incorporated into various program settings.
- includes a system of credits and certification based on competency rather than completion of the program. This permits students to procede at their own rates to the levels of competency consistent with varied employment and career-development objectives.

2.1 Basic Components of the Administrative Structure

The basic administrative components for the implementation and operation of the comprehensive day care training program, in which each level -- local, state, regional, and national -- share responsibilities, are:

(a) legislative authority and appropriation,

(b) the creation and promulgation of federal guidelines,

(c) administrative design,

(d) funding and financial coordination,

(e) preliminary assessment of needs and determination of training priorities,

(f) development of a program design,

(g) evaluation and accountability of the program, and

(h) leadership training.

Legislative Authority and Appropriations

With the authorization and appropriation of proper funds by congress, a designated federal agency (assumed here to be the Department of Health, Education, and Welfare) may create and administer a coordinated effort for the training of child care personnel. Although it is anticipated that this will be the primary responsibility and function of the Office of Education, other related governmental departments and human service disciplines -- health, welfare, mental health, labor, and early childhood education -- must be involved at every level in the program.

Creation and Promulgation of Federal Guidelines

Federal responsibilities include the creation and promulgation of operational guidelines that clearly outline the responsibilities at each administrative level and the general policies that reinforce the principles of self-determination, flexibility, maximum feasible participation, and methods for planning and coordination. During the creating of federal guidelines and policies, there should be ample opportunity to discuss major issues with and receive input from diverse groups of representatives throughout the country. The federal guidelines could include information and policy statements on the following topics:

(a) suggestions regarding alternative organizational structures for local, state, and regional administrative units;

(b) methods for assessing local training needs, suggested criteria to be used in determining training priorities or goals, and alternative means for reaching the prescribed objectives;

(c) local participation, interdepartmental and interdisciplinary cooperation;

(d) program administration;

(e) program evaluation procedures;

(f) funding and accounting procedures;

(g) training staff qualifications;

(h) training staff selection and development;

(i) student qualifications and selection;

(j) stipend and scholarship formulas;

(k) certification;

(l) career development;

(m) follow-up and job placement;

Development of an Administrative Design

When setting up the administrative design, the primary objective should be to make use of those existing structures and avenues for program administration that are involved or interested in being involved in the training of day care personnel.

A suggested administrative structure indicating the possible function of each level is presented in Figure 1. Both levels and functions specified are intended to be consistent with the current functions of other systems when possible -- for example, with state welfare activities and current planning by regional Head Start officials to decentralize training and technical assistance.

The regional level would assume the responsibility for initiating the development of the administrative structure at the state level. It would be the function of the regional level to guide and assist

Suggested Functions of Organizational Levels

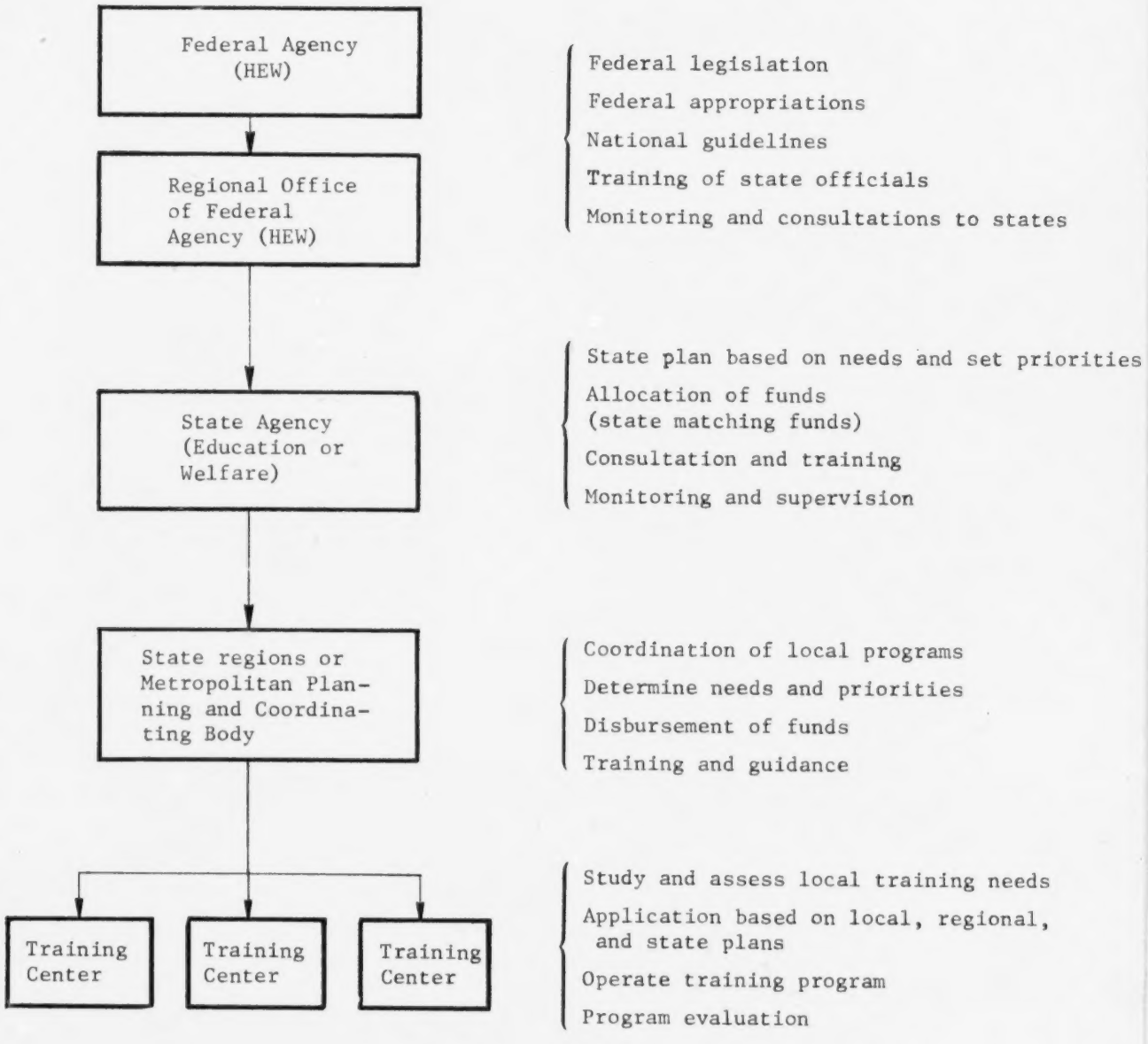

Federal Agency (HEW)
Federal legislation
Federal appropriations
National guidelines
Training of state officials
Monitoring and consultations to states
Regional Office of Federal Agency (HEW)
State Agency (Education or Welfare)
State plan based on needs and set priorities
Allocation of funds (state matching funds)
Consultation and training
Monitoring and supervision
State regions or Metropolitan Planning and Coordinating Body
Coordination of local programs
Determine needs and priorities
Disbursement of funds
Training and guidance
Training Center
Training Center
Training Center
Study and assess local training needs
Application based on local, regional, and state plans
Operate training program
Program evaluation

Figure 1

each state within its jurisdiction in developing an initial structure and defining functions at each organizational level. Because of the variety of structures and situations throughout the United States, each state must be allowed to develop the administrative approach that it decides is most realistic and effective.

States would be encouraged to develop administrative linkages with the agencies responsible for the administration of child care delivery systems. Options for developing an administrative structure in cooperation with other states or larger regional units would be available. Particularly in regions with widely dispursed populations or limited professional or institutional resources, it would be more efficient to combine the resources of two or more states. In the initial phases of the program, this approach would be appropriate.

It is assumed that each state would participate. An alternate state planning body should be designated by the regional office to be available in the event that existing state administration should refuse to participate. It would be the primary function of the state unit to oversee the development and preparation of a state plan for the training of child care personnel. A central state planning and policy-setting body would be responsible for obtaining the input and contributions of appropriate sources, including existing local and subregional groups.

The state plan developed by the state agency (or by a delegated planning and coordinating committee, governor's council, state 4-C committee) would be submitted to the regional agency for approval. Eligibility for federal funding would be in accordance with the state plan.

A complete state plan would include as minimum:

(a) background information;

(b) documentation of training needs;

(c) interpretation of needs and priorities;

(d) training objectives;

(e) methodology:

- administration and coordination (local, state sub-units, states, and regions),
- inter-departmental and inter-disciplinary involvement,
- community involvement,
- leadership training and staff development,
- personnel policies,
- specifics on each training program design;

(f) evaluation procedures and consultation services;

(g) projected budget.

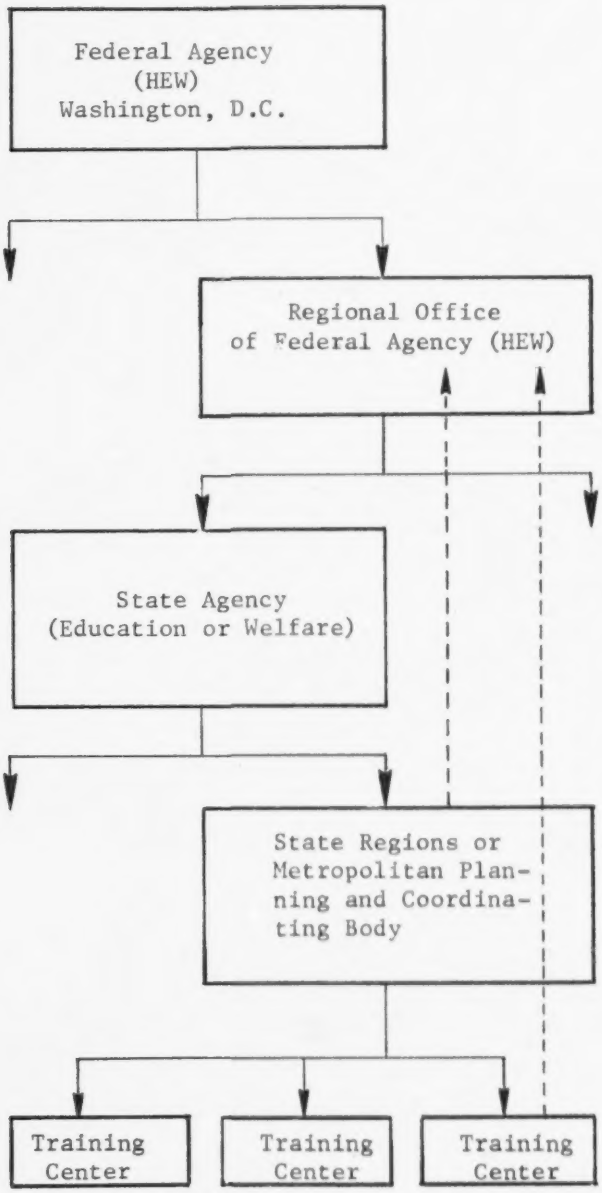
Funding and Financial Coordination

Existing funding levels will probably not be adequate if the day care system is expanded. The actual level of federal monies appropriated for states, however, cannot be determined until sufficient information is available on the population to be served and the structure of day care delivery systems.

Two types of funds, allocated and discretionary, would be made available to states on the basis of the approved state plan. A certain amount would be allocated on the basis of the number of children to be served as specified under the legislative eligibility criteria; of this allocation, possibly 10% would be designated as discretionary funds.

It would be the responsibility of the state to provide the federally

Alternative Administrative Channels For Training Program Applications



Regional office shall work with State Departments to become involved in comprehensive training efforts.

Where a State Department refuses to participate, an organized group may bypass the state administration and apply directly with the Federal system.

Where no regional, metropolitan, or local group exists, a training center may apply directly to the State or when refused by the State, to the Federal system.

Figure 2

Coordinated Planning and Application Process

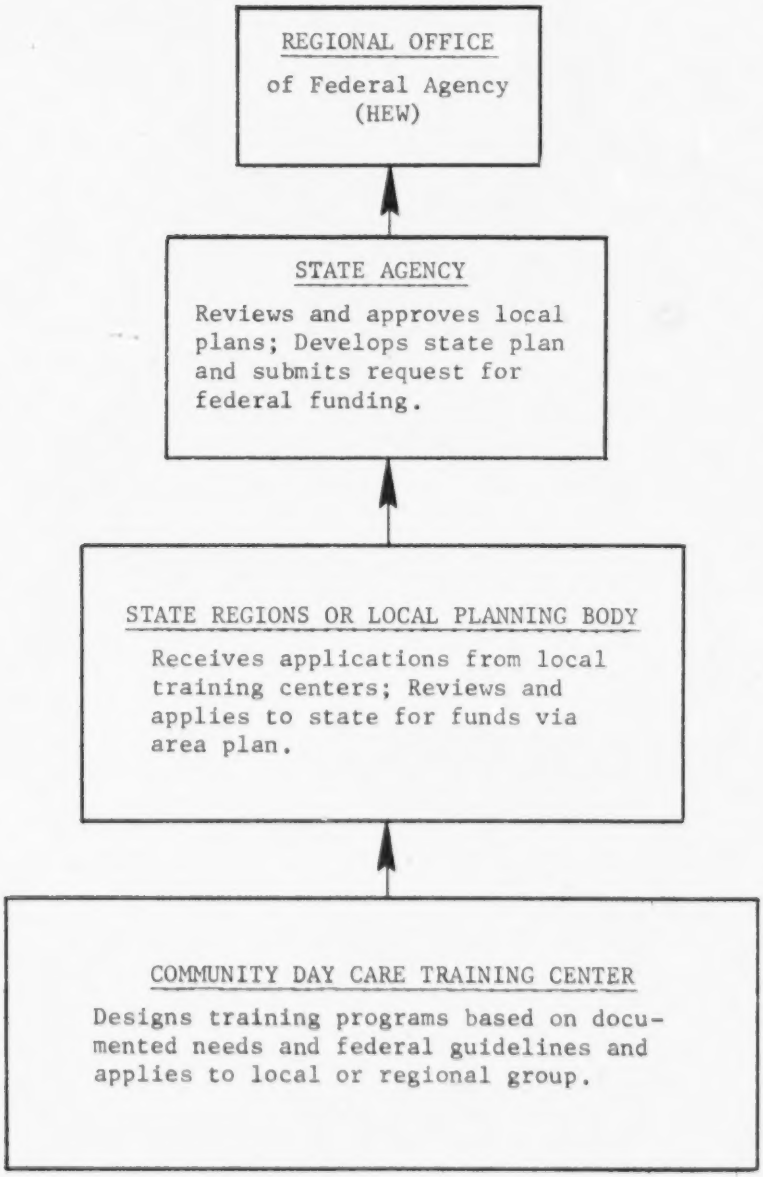

REGIONAL OFFICE
of Federal Agency
(HEW)
STATE AGENCY
Reviews and approves local plans; Develops state plan and submits request for federal funding.
STATE REGIONS OR LOCAL PLANNING BODY
Receives applications from local training centers; Reviews and applies to state for funds via area plan.
COMMUNITY DAY CARE TRAINING CENTER
Designs training programs based on documented needs and federal guidelines and applies to local or regional group.

Figure 3

designated matching contribution and using federal guidelines, to determine the criteria for matching contributions. Emphasis might be placed on in-kind contributions such as facilities and staff time, rather than monetary contributions. This would facilitate the integration of the training program system with operating educational systems.

Although the bulk of funds, should be spent at the local level for the day care training program operations, adequate funds must be set aside for:

(a) planning grants;

(b) leadership training workshops;

(c) state, regional, and federal administration;

(d) monitoring of training programs;

(e) consultation services.

The allocation of funds for research and development on a national basis would be the responsibility of the national agency. However, this would not preclude individual training programs from developing efforts of an experimental nature and applying to state, regional, or metropolitan planning and coordinating boards for discretionary funds.

Funds should be administered and disbursed at the state level by state-authorized agencies or groups, as indicated in Figures 2 and 3. The funding policies and procedures should be clearly outlined and defined in the federal guidelines. Guidelines should also require appropriate decision-making participation from advisory committees or planning and screening committees at the local, state sub-unit, and state levels. Further, there should be channels available for any community or region within a state to apply directly for funding to the appropriate federal agency, if necessary.

Again, the necessity for clearly defined needs and priorities should be stressed. The allocation of funds will be largely determined by the documented need and the potential for providing the maximum level of impact in producing trained personnel in child care.

Determining Priorities for Training

The most important functions of the state agency, besides designating the administrative structure that will implement the day care training programs, are to interpret data on training needs provided by local groups and to set priorities for training activities.

The choice of training priorities should be based on documented needs for personnel, on professional judgments, and on predictions of the maximum impact of federal funds, community resources, and other program elements.

Development of training priorities requires adequate time, effort, and money during the planning phase. The following activities would be part of an effort to determine priorities and to develop a comprehensive state plan for the training of child care workers:

1. The state agency must study local, regional, and statewide training needs by:

   (a) documenting existing training programs and determining training service gaps and levels of adequacy;

   (b) surveying practitioners in the field and potential practitioners (students) to investigate:

   - education and practical experience,
   - levels of competancy,
   - interest and goals related to future training, and
   - individual educational and career aspirations;

(c) assessing immediate and long range plans for day care growth and expansion and estimating the need for future numbers of trained day care personnel; and

(d) documenting and interpreting the problems that prevent people from receiving or participating in further training or prevent the upgrading of the quality of day care programs (e.g., lack of licensing authority, inadequate salaries, lack of community support and interest) and recommending alternative strategies for dealing with these problems.

2. The agency then would attempt to generate community interest and participation through community action and public relations.

3. The agency would also organize and coordinate community, regional, and state levels by involving and making use of all appropriate resources.

4. In addition, the state agency would design the legal and administrative system for administering a comprehensive, coordinated day care training program.

5. It would also plan and provide leadership training to those who will be:

   (a) conducting local and state-wide training need studies;

   (b) organizing, coordinating, and administering;

   (c) helping to choose the training priorities;

   (d) training the trainers; and

   (e) designing training programs to meet the documented needs and priorities.

6. Finally, the state agency would write a state plan combining local and regional proposals.

It is the responsibility of local or other state sub-units to provide information about their particular manpower and delivery system needs. Input from the local planning and screening bodies would be based on specific information about the number of children to be served, the type of care offered, the availability of training, and the need for upgrading existing child care workers or additional personnel. Local need for various types of personnel and training capabilities would determine whether additional programs would be required. For example,

- if the greatest number of children are being cared for in the family child care settings and no training is available for family child care workers, then these people should be given preference in the program;
- if group child care centers are available and need upgrading of staff, then these people should be given preference;
- if group child care centers are available but have staff shortages, then new people should be included;
- if family child care homes are not available, then people should be recruited to be trained to meet this need;
- if group child care centers are not available and new centers are to be set up, then new people should be trained to meet the anticipated need.

Because student applications will go directly to training programs, the local planning and screening groups must determine the order of preference to be used in making selections for each training center in their jurisdiction. These might be based on percentages of trainee slots available. This system would avoid the problem of filling all training slots with recent high-school graduates who are interested in group day care, when there may not be jobs for them upon completion of training.

Developing a Program Design

Once training needs and priorities have been clearly defined, the training program should be designed to meet those needs. The model described in the next section is a suggested guide to help the planners in developing a program design. While all programs will share common basic ingredients -- instructional staff, curriculum, etc. -- adaptation of the suggested prototype is both expected and encouraged because of the variety of needs throughout the country.

A state-wide comprehensive, coordinated system implies:

(a) that multiple types of training needs have been defined and arranged according to priority for each state and local area;

(b) that each local training program fits into a planned and approved network of state training efforts;

(c) that the following criteria were used in selecting each program design:

- geographic and student population determinants,
- major instructional objectives (e.g., "To provide in-service training to practicing group day care personnel"),
- the availability of existing resources,
- instructional staff abilities and specialties.

Evaluation and Accountability

If adequate funds and maximum efforts are put into initial plans and leadership training, the jobs of monitoring, evaluating, supervising, accounting, measuring and reporting the effectiveness of this federal program should be much easier. It is important, however, to provide systematic monitoring, supervising and consultating services out of the regional office of the

Department of Health, Education, and Welfare, and state offices. Therefore, there must be either adequate staff or sufficient funds to provide these services.

Although the aims of providing monitoring and consulting services should be to help communities and individuals to help themselves to improve the quality of training programs and to generate new programs, the regional and state offices must be given the authority to enforce minimum standards. This means that poorly planned and poorly operated programs could be restricted from expanding or participating in training.

People at every level -- the consumers (trainees), parents, employers, instructional staff, and the local, regional, and state administrators -- must be involved in evaluating each program. Specific criteria and methods for program evaluation must be provided in the federal guidelines.

Leadership Training

Leadership training workshops should be planned for those people who will be developing and operating state and local child care training programs. Specifically, those who should participate in leadership training should include:

(a) representatives from the departments of health, education, and welfare or state planning committees (preferably those who will implement the program),

(b) representatives from regional or metropolitan groups who will be responsible for developing, operating, and coordinating their local training programs, and

(c) providers. (In the initial phases of development, some mechanism is required for the inclusion of providers of child care at the local and state levels. This is

particularly crucial if priority is given to training those currently employed in child care programs. A preliminary step might be orientation for local child care providers as potential participants in training as well as resources for the training of students in local centers. Further, some incentives -- additional staff, improvement of facilities, or perhaps a salary subsidy for employees who participate in training -- might be provided to the directors of centers for opening their programs for use in training.)

Leadership training might begin with an orientation, and additional sessions should be provided at least every six months on a regional basis. These workshops should be sponsored by the regional offices of the Department of Health, Education, and Welfare.

Possible areas for inclusion in leadership training programs are:

(a) the interpretation and implementation of federal guidelines;

(b) how to set up a state-wide day care training network;

(c) community organization and mobilization;

(d) methods of:

- assessing training,
- choosing training priorities (decision making),
- planning,
- processing proposals,
- coordinating and disbursing funds, and
- evaluating programs;

(e) training program ingredients (curriculum content, administration, staff and student selection, certification systems, etc.); and

(f) planning techniques and methods for training the trainers.

2.2 Description of the Model Local Training Program

The local training portion of the prototype is intended to provide maximum flexibility in sponsorship, the use of community resources, staffing patterns, and student programming. Its design emphasizes employment and the recognition of students' levels of competency. Its overall objective is to produce competent students who meet the personnel needs of programs that provide direct or supportive services in the child care system, including group and family care.

Training Program Sponsors

Local training programs may be sponsored by existing educational institutions at all levels. Other sponsors would include community day care organizations, other for-profit or not-for-profit organizations that have the appropriate qualifications and supervisory staff, as well as parent organizations in coordination with provider groups.

Community Resources

In developing the design for the training program and applying for funds, consideration must be given to the utilization of community resources. Particular emphasis should be given to existing family and group child care facilities, for the purpose of student observation and participation. Professional resources associated with licensing agencies, public health agencies, public libraries, specialists in curriculum development, early childhood education, or recreation should also be considered.

Cooperation should be established with educational institutions and agencies to permit transfer of credits from one program to another. To facilitate continuity in curriculum development and career-development programs, such groups or agencies as state certification boards, local college, junior and senior high schools, and Head Start career-development programs would be included.

Facility and Equipment Requirements

Any institution or organization applying for funds as a training program should have available or provide a plan for the following facilities and equipment:

(a) classroom space appropriate for group instruction;

(b) work and study space for individual instruction;

(c) an early childhood education laboratory facility that has:
- a state-licensed facilities and
- adequate observation facilities;

(d) adequate library facilities, including:
- not less than 50 books per student (the standard set by the American Library Association) and
- audio-visual equipment and materials for individualized instruction.

Staffing and Qualifications

The qualifications for the various members of the instructional team as well as procedures and criteria for staff selection should be included in guidelines. The program proposal written by the training programs requesting funding should include specifics as to their staff requirements based on the guidelines.

Director

A new comprehensive child care training program must be directed by a person with appropriate experience. The administration of the training center or the committee designated to select a director should review candidates and submit their choice to the state funding source for approval.

The qualifications for approval are:

Preferred — M.A. in early childhood education or related field; plus three years experience teaching young children; plus two years experience teaching

adults and/or doing consultation, administration, etc.

Acceptable — B.A. in early childhood education or related field; plus one year teaching young children; plus one year teaching adults, or consultation or administration.

If no "acceptable" candidates are available, the proposal sent to the state funding source should indicate in what ways the candidate offered meets qualifications and/or equivalent.

As the training center grows and expands the role of the director will change. The first director must be responsible for developing the curriculum and for creating and staffing a system appropriate to the specific community, and so on. With program expansion, the role of director may become more administrative, less program-oriented, and requirements for filling the position may change.

Instructional Team (Including Supportive Services)

The staffing needs of the training program will vary according to in-service or pre-service programs, the individual needs of the students, and the functions that may be assumed by resources outside the particular training program. For example, in large programs, job placement and basic follow-up might be centralized for several training programs within a locality. Regardless of the source, each training program should have available for each 40 students the following staff:

	Weekly
• One instructor to work with students on "individualized courses"	40 hours
• One instructor to teach "group courses"	20 hours
Two instructors to supervise work/study and/or lab courses 20 hours each	40 hours
• One student advocate (counselor) one hour per week per student	40 hours

- One placement advisor — 20 hours
- (Second year) one instructor to follow-up and supervise — 40 hours
- Laboratory staff — varies

Laboratory Staff

A laboratory setting where children are cared for in a controlled environment by appropriately trained staff is an important element in the program. Each student should have some portion of his training in such an environment. Various settings may be used for observation, participation, and work/study courses -- either in community programs or in specially designed laboratories. Staffing of the lab should include a head teacher for each group of 20 children with student support to meet the adult/child ratio prescribed by state and/or federal standards.

The head teacher should meet the minimum qualifications of:

- B.A. degree in child development, early childhood education, or related field including supervised student teaching;
- at least one year experience in teaching preschool children.

The head teacher should be included in the staff pre-service and in-service training sessions. In the event community day care resources are used, program directors, staff, or family day care mothers would also be provided with orientation to the program and would be provided with an opportunity to attend such training sessions.

Staff - Pre-service Training

Preferred	60 hours orientation and planning
Minimum	30 hours orientation and planning

The content of the orientation program should be based on the qualifications of the staff. This is to include, but not be limited to:

(a) an understanding of specific program objectives for the total program and expectations about outcomes;

(b) an assessment of the plan for the program in relation to the students;

(c) a review of the schedule (individualized counseling, etc.);

(d) a plan for in-service training;

(e) a plan for evaluation procedures;

(f) administrative procedures;

(g) information about community resources that will be important to training programs.

Staff - In-service Training

Preferred	Eight hours per month
Minimum	Three hours per month

Basic core curriculum should be prescribed by federal guidelines, including such things as:

(a) methods of working with trainees;

(b) methods of curriculum planning;

(c) basic child development;

(d) an understanding of theories of learning;

(e) innovative techniques for presenting course material related to learning theories;

(f) an understanding of the philosophies of child care;

(g) an understanding of the problems inherent in one-parent families;

(h) current issues in child development;

(i) current child development legislation.

The training staff should review its own collective strengths and weaknesses and, using the core curriculum, set up its own in-service program.

Priorities and Procedures of Student Selection

The characteristics of the total group of students in a training program should reflect the priorities established in the state plan. For example, if the state plan indicates that priority should be assigned to the upgrading of individuals currently employed in the child care field and that 25% of the trainees should be in the family day care area, then the selection process should be directed toward incorporating this group into training. If there are too few students that meet this criteria, the training program might develop a recruiting program to interest current family day care providers or other individuals in entering this field. The purpose of such efforts would be to train people who appropriately meet the local delivery system needs.

Each training program would be responsible for obtaining applications from prospective trainees. Trainees may be referred from various sources, including the welfare departments, employment services, educational institutions, or they may contact the program on their own. Regardless of source of referral, a committee of staff and advisors (chosen from providers, licensors, educators, etc.) would be responsible for reviewing, screening, and selecting applicants on the basis of their applications.

Prior to selection, the training program staff or an appointed committee would interview applicants to assess interest, potential, and other factors. The particular criteria to be used in selection

should be specified. When possible, an opportunity to observe the applicant working with children should be arranged. If the applicant is employed, observation would take place in the work setting. For others, it would be appropriate to set up simulated teaching situations.

Due to the nature of the curriculum design, which permits students to enter at any time and complete the program at their own rates, applications would be accepted and screened on a continuing basis. As training slots become available, students would enter the program.

Student Support and Work-Release Time

In order to enhance access to the training program, a program of student support and release time could be incorporated. This is particularly important if persons with low incomes are to be included. The type and amount of support provided will depend on the characteristics of the student population. A system of financial incentives should also be available to attract individuals to shortage occupational areas. Financial support for trainees might take the following forms:

1. Stipends may be awarded to cover expenses connected with participation in the training program, e.g., books, transportation, child care expenses.
2. According to the funding level of the program, tuition may be waived.
3. Scholarships may be available directly from the federal government that would be awarded on the basis of need and/or child care areas to be pursued.
4. For those that might not qualify for full scholarship, stipends or other financial aids, low interest loans, should be available and a system for loan forgiveness developed.

In order to make it possible for people presently working in day care to participate, a system for released time from job or child care responsibilities may be instituted. This may be done by:

(a) a vendor payment plan, where the day care operator hires a substitute and then presents a voucher for payment;

(b) a corps of paid aides employed by the training center that would be assigned to day care positions as substitutes to free potential students for participation;

(c) child development, home economics, education, and/or nursing students who could be used as substitutes, for which service they would get credit as part of their own training;

(d) a corps of volunteers that could be organized (from local AEYC, ACEI , or such groups) to serve as substitutes.

Approach to Curriculum Design

The basic training program uses a modular approach to curriculum design. A module consists of a unit of information or a skill (competency) to be acquired by the learner. The modules may vary according to the scope and complexity of the content, their conceptual dimensions, and their relation to other units. The basic training program is divided into modules that reflect the competancies required for performance in occupations related to child care.

For a particular module, the competencies required would be clearly defined as a task or series of tasks. The process of assessing task competencies requires specification of the following (Mager, 1970):

(a) what the employee is doing when he is performing his job;

(b) the conditions under which he performs;

(c) the level of acceptable performance (quality of work, time limit, etc.);

(d) measures for indicating when the level of acceptable performance has been achieved.

Using the modular approach to curriculum design, it is possible to train varied levels of personnel for particular sets of competencies, or to train equally competent persons for different tasks that are related to child care. This flexibility is achieved by varying the content, sequencing, or the levels of competence required in the modules. The greater the differentiation in the content and level of competencies specified, the greater will be the differentiation in staff roles and levels. For example, a specific set of modules could be developed that are relevant to activities performed by child care assistants, while another sequence of modules would be required for performance as a day care program administrator. Similarly, a sequence of modules designed to train family day care mothers may include modules that overlap with those required for competency as a child care assistant or a program manager.

The modular approach may be modified to accommodate diversity in the delivery system, the types of settings, the ages of the children to be served, and the level of service to be provided. Variations in individual tasks, levels of competency, and the nature of staffing patterns may be achieved by designing the modules to include different content, or by adapting their sequences and duration.

In designing the curricula of training programs for child care workers, special emphasis should be placed on training instructors and laboratory staff for the training. This training could be included as an optional module or series of modules; it could be designed in such a way that it could draw upon the current pool of unemployed teachers and unspecialized college graduates on the

B.A. and M.A. level, as well as upon interested and talented members of the community who lack academic credentials.

Possible occupational roles that could be accommodated by the modular approach would include:

day care administrators or program managers,

teachers (for training and child care settings),

assistant teachers,

food service workers,

health workers or aides,

social workers or aides, and

recreation workers.

Curriculum Areas

The curriculum areas would be developed into a modular format and adapted according to the appropriate need for competency of the personnel to be trained. The basic curriculum should stress an interdisciplinary approach and should include trainees who are working toward varied employment and career-development goals. Basic concepts would be geared to the needs of family day care mothers, group care occupations, or managerial roles. Students specializing in various roles would select the appropriate tasks and activity assignments and in some cases might select entire series of modules. For example, in a study of basic needs of children, the basic tenets would be applicable to various child-care occupational groups, but the specific methods and activities for working with children would differ. Basic curriculum might include the following areas:

Orientation to day care

History of day care/child care legislation,
day care standards and licensing, appropriate terminology,

FIGURE 4

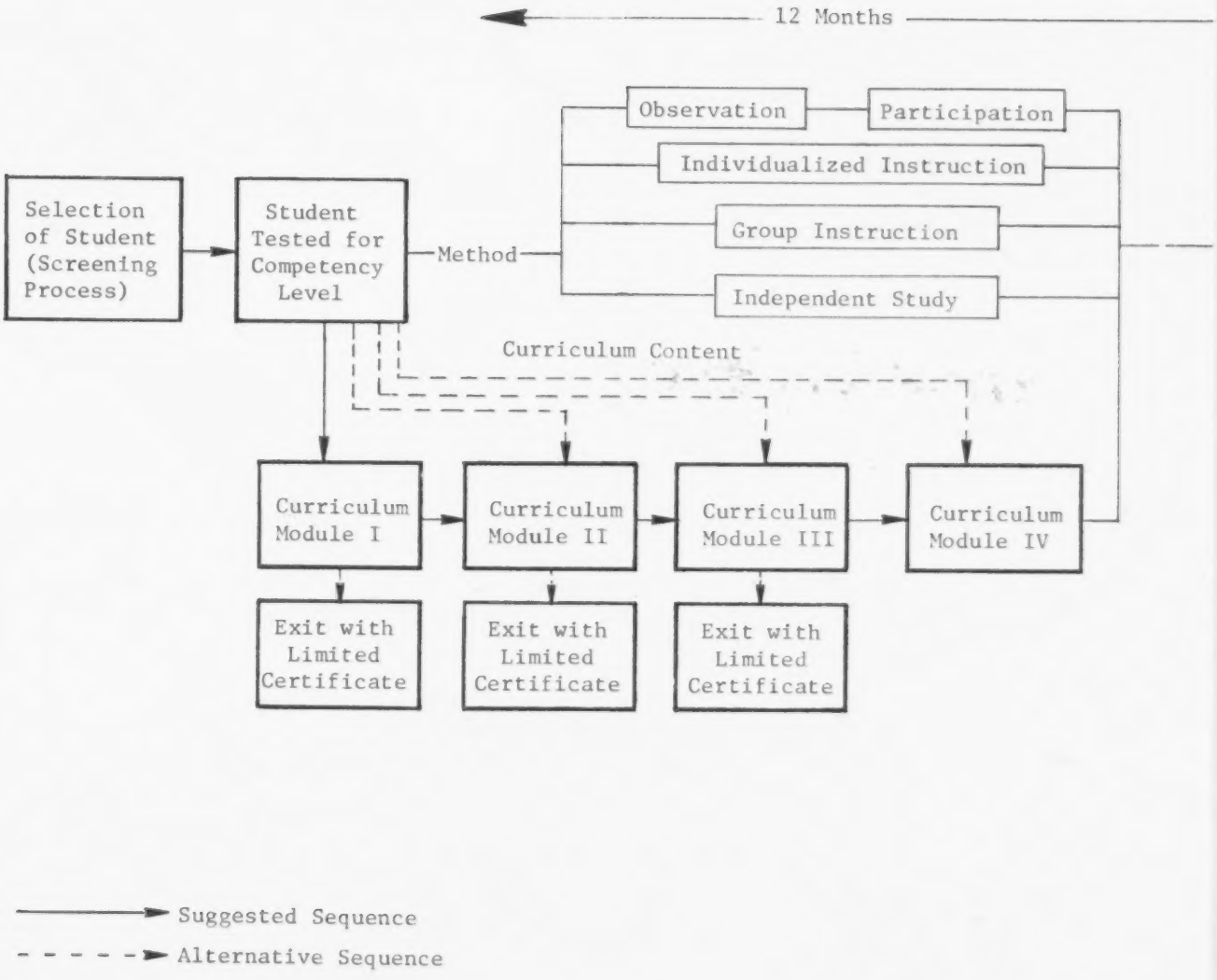


Figure 4

SUGGESTED TRAINING SCHEDULE

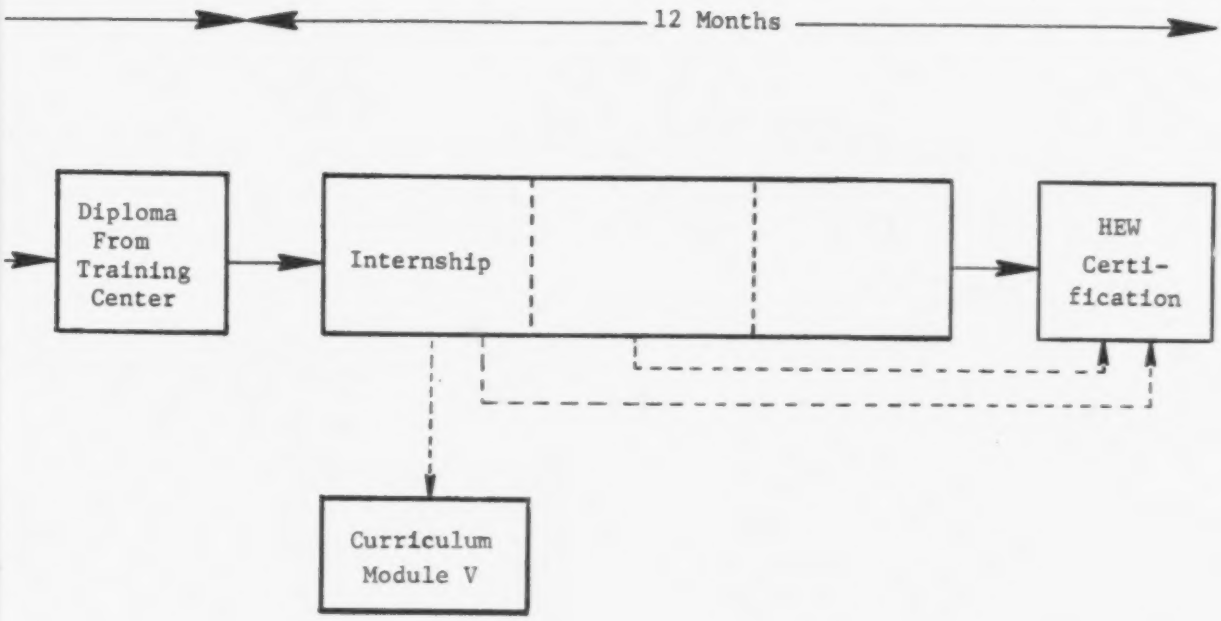


Figure 4

career possibilities, etc.

Role of the day care personnel

Personal responsibility, values, attitudes, confidentiality, motivation, social-personal perception, morale, decision-making, communication, etc.

Understanding children and parents

Basic needs of children, growth and development, learning theory, family life education, creativity, behavior, guidance and discipline, etc.

Developing an atmosphere for learning

Program planning, use of facilities, equipment, space, curriculum content, etc.

Developing practical skills

Skills in child management, working with parents, staff relationships, administrative responsibilities.

Methods and Activities

Each area of the curriculum will be presented by a variety of educational techniques. For example, a student dealing with "learning theory" will have assignments that require reading, study, discussion, written assignments, observations, and participation with children in various ways. To accomplish this, it will be necessary to have each student working on tutorial and practicum segments simultaneously. (See Figure 4 for a suggested schedule.)

During the tutorial segment some modules will be designed for individualized instruction so that trainees may learn certain competencies (based on specific requirements) at their own speed. When the nature of the content requires interaction, discussion, or group activities, modules will be designed for group instruction. According to a trainee's competency, he or she may be enrolled in

an independent study course that will allow him to plan his objectives and evaluate his learning.

In the practicum segment, training must be planned to meet the needs of the specific students. It should follow a sequence in order to ascertain learning of competencies (observation first, limited participation second, and finally, continuous participation), but the trainee's work experience and current positions must be considered.

The practicum may be provided in any one or any combination of the following ways:

- The trainee could be assigned to a child care program or combination of programs in the community (either group or family settings) for a specified period of time with staff of that program providing instruction and supervision.
- The trainee could be assigned to a program or combination of programs in the community for a specified period of time with the staff from the training center providing instruction and supervision.
- The trainee, if employed in a day care program, could be given instruction and supervision by the staff of a training center and be given credit for a specific portion of his or her actual working time.
- The trainee could be assigned for a specified period of time to the laboratory component of the training center; instruction and supervision would be given by laboratory staff.

It is particularly important in this element of the training program that the tasks for students be clearly defined and that

a system for the measurement of competencies be clearly stated. There must be consistency in judging competencies, because a number of instructors may be working with each student.

Internship may be considered optional for some trainees. When a student has achieved the competencies defined in the basic training program, he would be placed on a job (or may continue with his current employment). During the following year, his work would be reviewed periodically by the follow-up staff of the training center.

Duration of Training

The curriculum modules may contain some courses that require a minimum number of hours, but the program should allow each student to proceed at his own rate. Depending upon his level of competency and rate of accomplishment, the entire basic program may be completed as quickly as the student's ability allows.

The basic program is designed as a school year of nine months. The tutorial segment and the practicum segment should be arranged so that a student is participating in both at the same time. This gives the student an opportunity to put theory into practice immediately. It also allows the student to bring questions that arise in his practicum experience to his classes.

The time each student spends in the practicum will depend upon his initial level of competency and upon his rate of learning. However, a minimum of 100 hours should be required.

The internship program may be completed in one year after the basic program has been completed.

The training program may be shortened to meet an immediate need

for personnel; This could be done by reducing the number of modules, the time necessary to complete a module or modules, or by accepting only persons who have already achieved a specified level of competency. Figure 4 indicates that the length of the internship phase of the program may be shortened to three or six months, rather than the full year suggested.

Credit and Certification

It is the responsibility of the training program to insure that the appropriate credit and certification are awarded to students. As indicated in Figure 4, credit is awarded on the basis of competency rather than on the students' completion of a specified number of content areas; when a student demonstrates the competency required for a module, he receives credit. Having achieved the competency required for a module or series of modules, the student may leave the program, and should receive a certificate that indicates his level of accomplishment. A diploma is awarded when the basic sequence of modules has been completed. This permits trainees to attain the competencies that are consistent with individual employment and career-development objectives, and to attain various levels at their own rates.

Each training program would, likewise, be the certifying agent for a nationally recognized certificate which would be awarded upon completion of the second-year, internship component. This would require that individual training programs be accredited by a national group or federal agency. Upon receipt of the national certificate, which would be honored by federally funded programs in all states, the student would be eligible for employment in government-sponsored child care programs. Other programs would be encouraged to recognize this certificate as a prerequisite for employment in child care occupations.

Job Placement and Follow-Up

Job placement would be an integral part of the program. The function may be assumed by the individual training programs, or it may be linked with other agencies in a cooperative effort. Initially, staff members should work with community agencies and providers to assure that adequate numbers of jobs for students entering the field.

Opportunities for follow-up supervision and training should be available for all students. At a minimum, one year of supervision for the trainees might be included in the internship segment. Figure 4 indicates that students would have the option of taking simultaneous course work, perhaps related to the internship or specialized child care area.

Follow-up data on both pre-service and in-service trainees should be gathered and maintained on a long-term basis. Information would not be restricted to employment status, but might include supervisors' comments, data on career mobility, records of additional course work, and feedback from trainees on the usefulness of the program and its appropriateness to their occupational areas.

2.3 Discussion of the Prototype

The prototype described in this paper provides a basic framework the federal government can use to assist the development child care training programs that will meet the diverse needs of the delivery system. The administrative structure is designed to incorporate existing resources and also permit the creation of new administrative approaches. The development of training programs to meet local needs requires coordination and planning at all administrative levels, with initiative and input from the local level.

The model training program is intended to provide maximum flexibility in its content, duration, and approach, thus accommodating students with diverse capabilities, experience, and career objectives. The modular approach to curriculum, in conjunction with a continuous assessment of competency, allows a flexible scheduling of entry and completion. The model also incorporates the resources of the delivery system in the curriculum and focuses on career-oriented skills.

Perhaps the main advantage of the proposed prototype is that it attempts to avoid a random proliferation of training programs; it allots time and funds for planning, coordinating resources, and setting priorities based on the needs of the local delivery systems. It stresses the use of existing resources in the development of the administrative structure, although it gives states the option of exploring alternative structures.

The prototype is designed to be more responsive to and integrated with the service delivery system than other training programs have been. The development of the program begins at the local level; funding is distributed on the basis of priorities determined through local input. The design of the program and the amount of time scheduled for its implementation are determined by immediate or projected demands for personnel in the service delivery system. The prototype explicitly incorporates family day care training, which either is ignored or receives last priority in current programs. The use of community centers and family day care homes has the advantage of increasing the contact with the delivery system, providing potential employment for trainees, and upgrading the current delivery system.

The prototype has a further advantage of permitting various groups to apply for funds, and includes a provision for local groups

to bypass the state agency when the state does not respond to local interest in developing programs and seeking funds. Unlike some training efforts, the development of programs is not restricted to established educational institutions. Nor does the prototype preclude consortium efforts on local, state sub-unit, or interstate bases. Perhaps one of the incentives for cooperation would be for funding priority to be given to such cooperative efforts, or to programs that established crediting structures with other institutions.

The modular approach to training may help trainees meet current occupational needs and enhance their career potential. Also, modular curricula permit additions or refinements in content, or integration of various modules corresponding to needs for different staffing patterns.

Basing credit on competency prevents repetition of content by giving credit to individuals for previously acquired skills.

The emphasis of the prototype on the use of child care centers and family day care homes in the community as resources for training reduces the costs of developing laboratory centers. The cost of supervision associated with the use of community resources may be outweighed by the potential for actual experience provided, for work-release time for personnel, and for improving the quality of the delivery system.

A further advantage of the prototype is that it incorporates follow-up training as part of the program design, and thus ensures entry-level personnel of possibilities for advancement in their careers. Follow-up training in conjunction with the gathering of follow-up data provide the mechanism for continuous feedback on which to base modification in training programs. The concept

of a formal job bank permits employers more efficiently to replace or obtain personnel, and overcomes problems for trainees in finding jobs. In total the job bank is another means of monitoring the needs of the delivery system, and would allow modifications in the training system.

One of the disadvantages of the overall design of the prototype is that it is based on concepts of competency and a modular approach that are not yet in general use. Actual curriculum design of this type requires time and expertise that may not be available on a national basis. It should be noted, however, that trends indicate that more programs are developing this approach and samples of materials could be made available to individual programs to modify to suit their needs.

The required time and funds necessary to develop a flexible and responsive system may not be available, and hence may constitute a major disadvantage in the prototype. Likewise the proposed multilevel administrative structure is a potential problem, in that it may be too cumbersome and time-consuming to develop. However, alternative administrative mechanisms are possible. To compensate for the time needed for advance planning and administrative development, various components could be developed simultaneously: needs at the local level could be assessed at the same time that community representatives participate in leadership training and action is being taken to train or recruit training program administrators.

There are also potential difficulties in the fact that the prototype designates no unit to define "local" levels, and in the conflicts that may arise among competing local groups or between local units and the state. The latter especially might be a problem for large urban areas, whose authority may be restricted by state controls over funding.

Also, the staff required in the training model would be costly, and in many areas of the country the qualifications specified could not be met immediately.

There is some question of the appropriateness of the curriculum for disadvantaged, less well educated groups. There may be problems with basic academic and communication skills that would interfere with the extensive use of an individualized approach.

The responsibility for each training program to distribute the national certification is also a potential difficulty, since this requires that each program apply for accreditation. This may limit the settings in which training may be provided and thus limit the variety of training programs that would potentially be available. However, the accreditation of a training program by a federal board or agency is more efficient than certifying each individual who completes the program. Further there will be difficulties in certifying individuals who have already received considerable training through other programs.

The comprehensive training program prototype is flexible, however; its administrative design permits states to develop a structure that is consistent with their capabilities, and allows the development of new structures or systems as they evolve. Likewise, the actual program design permits diverse training efforts to exist and evolve according to the needs of the delivery system and students.

The prototype has incorporated many innovations in the fields of curriculum development, quality control, and comprehensive planning. The flexibility of the administrative and local program designs give the prototype the potential to meet future needs for personnel, whether in number or in type.

Projected trends in the use of child care services imply that there will be a growing need for child care workers,* and thus for training programs. Increases in women's participation in the labor force will require an expansion of the day care system. Thus, the increasing population, and the increasing numbers of women who are willing to leave their children with another caretaker, indicate that child care personnel of various types will be required in increasing numbers. In addition, there is an increasing preference for child development services, rather than mere supervisory programs; personnel will have to be trained for occupational roles and levels of competency that will satisfy this growing consumer preference.

2.4 Recommendations for Immediate Implementation of the Prototype

The prototype can accommodate several strategies that may be employed in enhancing the capacity of the training system to meet the needs of the child care delivery system. Resources for training child care personnel could be increased in any or all of the following ways:

(a) by maximizing the effectiveness and usage of existing programs and resources,

(b) by expanding existing programs, or

(c) by developing new program and resources.

In the absence of information about the federal objectives for the day care system, predictions about the need for new programs can not be made. Adoption of strategy (a) is the least costly and the most efficient if time is a critical factor.

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*Future Trends Affecting Day Care and Preschool Education. IIS, September 1971.

Regardless of the long-range approach required for providing child care personnel, immediate steps can be taken to implement the prototype by focusing on maximum use and effectiveness of the range of existing training programs.

Before the training program suggested in this paper can be implemented, more information will have to be gathered about the availability, characteristics, and effectiveness of existing training programs. With the exception of the material presented in the next section, there is virtually no information about current administrative structures, training procedures, characteristics of teachers, funding mechanisms, and so on. This lack of information about existing resources extends to the resources themselves; there is virtually no communication among training programs, among sponsors, or among the various delivery systems about each others' needs and capabilities. In addition, there is almost no information about child care training programs available to potential trainees. In view of this vacuum, IIS recommends that the following research be conducted as the first step in the implementation of any training program:

1. A national census of programs must be undertaken to evaluate the existing resources.

2. Effective means for training programs to communicate with each other must be developed to overcome duplication and to enhance career-development and career mobility for trainees.

3. Immediate steps can be taken to facilitate communication between the sponsors of various types of training programs. It is recommended that a one- or two-day conference be held to explore the effective use of training resources.

This would include persons from federal agencies, existing training programs, child care providers, and other groups concerned with training of child care workers.

4. Immediate steps for increasing the knowledge of existing training efforts might also include dissemination of information about programs in the form of a joint publication sponsored by the Office of Economic Opportunity and the Office of Education. This could be a modification of the format used by the Office of Education for the series on Model Early Childhood Programs, It Works.

5. To obtain information about the effectiveness of current programs, it is recommended that follow-up data be gathered as part of a national census of programs, or as independent studies. The employment statistics of graduates and other measures could be used to gauge the impact of training on the participants.

6. As the prototype presented in this paper was being developed, several areas in which further research and development is needed became evident. The following tasks must be accomplished before the prototype can be fully implemented:

   - the development of appropriate methods to study community day care training needs,
   - the development of an appropriate list of competencies for day care technicians,
   - the development of defined tasks and corresponding learning experiences,
   - the development of methods and tools for measuring competencies,
   - the development of criteria and procedures for choosing training center staff.

3.0 SURVEY OF SELECTED PROGRAMS FOR TRAINING CHILD CARE PERSONNEL

There are two general prerequisites to the provision of additional child care workers: specification of the kind of personnel needed and an effective mechanism for obtaining such personnel. These prerequisites must, of course, be designed to procure the highest quality of potential trainees available. The definition of "high-quality personnel," however, is still a matter of some controversy. Although there is general agreement that the persons who care for children do have some impact on the children they care for, the desirable attributes of caretakers have not been clearly defined nor agreed upon. There are some indications that the general level of formal education is not directly related to the quality of the staff. There is also some evidence that training in child development and other disciplines directly relevant to caretaking does correlate positively with the quality of service (Prescott and Jones, 1967; A Study in Child Care, 1971). In general, such vague characteristics -- "warmth," "responsiveness," and so on -- have been cited that it is understandable that there is so little consensus about how to develop or to train child care workers. Currently, there are advocates of two extremes in the amount and kinds of training necessary. At the one extreme are those who maintain that "motherhood and a good heart" qualify most women as wonderful caretakers -- for whom no further training is necessary. At the other extreme are those who argue that the only person qualified to care adequately for young children is the well-trained M.A. in child development.

Several training programs are beginning to explore the effectiveness of different training methods (Karnes, et al., 1970: Naylor and

Bittner, 1967; Rubow, n.d.), but review of available publications yields little more than descriptions of training curricula. A few programs are experimenting with training different kinds of people for child care work (Horton, n.d.; Training for New Careers, 1965). Further specification of staffing qualifications and requirements is being undertaken by another group (the Day Care Licensing Study Task Force); the Day Care Policy Studies Group concentrates its efforts on the investigation of mechanisms for training child care personnel.

A variety of training programs at wide ranges of levels and sponsors are currently available. Programs include both pre- and in-service training. Sponsors range from formal educational institutions, such as school districts sponsoring high school programs for training aides or assistants in child care settings, to junior college and four-year college programs to train head teachers and directors for programs. Small workshops sponsored by local associations or in-service training programs developed and operated by the specific child care operators are common means for upgrading employed child care workers. Several recent efforts have been made to provide a more complete overview of the training system. Howard (1968) has reviewed the characteristics of early childhood teacher education program in four-year institutions. The recent report of the Education Commission of States (June, 1971) does provide an overview of the administrative involvement of states in programs for early childhood education, in certification requirements, and with institutions offering training. These however, do not provide information on the range of efforts in high schools, vocational schools, and junior colleges and how they relate to four-year programs. Further, information on the training for various types of child care personnel is lacking. Detailed data on the actual functioning of program -- on their administrative and organizational structures and their development -- is not available.

Thus, a review of the descriptive information about training programs shows that a systematic information-gathering effort is needed. (See section 2.4, "Recommendations for Immediate Implementation of the Prototype.") Without standardized and comprehensive data on the existing programs, it will not be feasible to discuss or evaluate current training efforts and their implications for federal policy. The remainder of this section describes and presents the finding from a pilot investigation of training currently being offered by seven educational institutions.

3.1 Survey Design

The purpose of the pilot survey of child care training programs was to obtain comparable information on the multiple aspects of the programs, emphasizing program development, organization, and administration. The programs surveyed were selected from a compilation of programs identified in the literature or through recommendations made by persons knowledgeable about child care training. Consideration was given to location, to institutional setting (high school, college), to auspices (federal, public, private), to student characteristics (age, socioeconomic backgrounds) as well as to the nature of training (short-term, continuing, family care). Interviews were conducted at the end of the academic year; this had the advantage of providing a perspective of the entire program year, but the disadvantage of limiting the potential pool of programs that could be visited.

The pilot survey provided an in-depth examination of seven child care training programs; two high school programs, a one-year program (HS_1) and a two-year program (HS_2); a vocational-technical school program (VT); a community junior college program (JC); a state university four-year program (U); a Head Start Leadership Development

program (HSLDP); and a special project that offered training for family day care mothers and college students (FDCP). A description of each of these programs, purpose, students, location, duration of sessions, etc. and detailed findings of the survey are given in Appendix A, "Summary of Findings."

Information on the programs was obtained from two sources, program administrators and students. Seven program directors -- or those who had primary responsibility for program operation -- and eight students who had participated in the training programs were interviewed. Program directors were selected because of their particular knowledge of the program, its operations and its students. Students who had been identified by the program directors were interviewed to supplement the information obtained from the program directors. No formal criteria were established, other than that the students would be able to provide information based on their experience in the program. Selection of students was random, and it is therefore not expected that students interviewed were representative of the population of students in the respective programs.

Responsibilities and titles of the operators varied. Titles include project director; teacher/director; home economic program coordinator for city school system; supervisor and assistant director; assistant professor; community college campus dean and program director; chairman of child development department; and program director. Most of those responsible for the programs had been involved with child care or child development programs over five years. A few had less experience. In some instances involvement was recent -- one to three -- but for most over it had lasted five years. In all but the four-year university program, the person interviewed had been involved in the initial phases of the program and had maintained responsibility during the development. All of the directors were women.

Eight students were interviewed, representing six different programs. Three participants were interviewed from the Head Start program during one session. Both a family day care mother and a student who assisted in the family day care homes were interviewed about the family day care project. At the time the interviews were conducted, no student was available for the urban high school program.

The characteristics of the students interviewed varied considerably. All were female: Each had participated in the training program and had either completed the program or was near completion. Two participants had recently completed the program and two were in the process of completion. Four of those interviewed had completed the program within the last three years. The student from the junior college, upon completion of the two year program, had entered college and completed a B.A. and was currently working toward a masters degree in early childhood education. The Head Start participants had completed the six week in-service session and were currently on the training program staff. The student in the post-secondary two year program was completing an internship and planned to assume a training staff position as assistant teacher in the laboratory center. The ages of those interviewed ranged from 18 years to middle-aged. Three students were white and five were black.

Survey Instruments

Three instruments were developed to obtain descriptive and subjective information about the programs. (The survey instruments are included in Appendix D.) An interviewer from the Day Care Policy Studies Group administered structured interviews to program directors and students. A 65-item, written questionnaire was given to program directors; it was designed to obtain basic information in the areas of program costs and budgets, student recruitment

and follow-up, job placement activities, student characteristics, curriculum content, staff characteristics and numbers, program operations, and facilities. In addition, each program director was interviewed; this oral interview consisted of 43 open-ended questions about program planning and implementation, administrative and funding arrangements, potential for expansion and desired changes, program goals, variables in program quality, cirteria for student and staff selection, and curriculum development.

A structured interview format was used for interviews with students or previous participants in the training programs. It contained 35 open-ended, oral questions designed to provide an additional perspective on the program and its impact on the students. This interview was designed to gather information about student education, employment, and experience with children; data on other students; program costs for students; activities and course work during training; desired changes in the program; future plans; and the benefits of the program.

The questionnaires were pretested with two program directors and two students connected with programs at the high school and post-secondary level (results of the pretests are not included in this report). All of the interviews were recorded for later transcription and analysis.

Interview Procedure

All information was gathered during visits to the programs. For most of the programs this also provided an opportunity to see the laboratory settings or centers in which students work. In all cases the interviewer visited the program for at least one day, and for two programs, the visit was for two consecutive days.

Interviews with both students and directors were conducted by

the same interviewer. Usually the student was interviewed prior to the program director. The program director completed the written questionnaire before the oral interview. This permitted clarification of any questions, and allowed for follow-up questions in particular areas.

All students, with the exception of one program, were interviewed individually. The three former Head Start students and current staff members were interviewed together. Interviews with program directors in three instances (family day care, Head Start, junior college) were conducted in the presence of other program staff members. In these interviews, or portions of them, the directors indicated that the other staff members could provide information. The interviews were generally conducted in office or classroom settings. The interview with the family day care mother was conducted in the respondent's home.

During the interviews, questions were phrased to be applicable to the program or the individual. (For example, "Are you working? Did you work during training?") As much as possible, the same wording and sequence of questions was asked for all the students and directors. In some instances, respondents would, in answering one question, include information asked in other questions. In that event, the redundant question was omitted. Some questions were not answered because the respondent did not know the information for felt it was not applicable to the program.

Respondents were free to take as much time as needed to respond to questions. Additional subquestions or probes were used to elicit more detailed responses or to clarify statements. All of the interviews were recorded with the knowledge and agreement of the respondents. The recording did not seem to influence the nature of the responses nor was it a distraction.

The amount of time taken for the actual interviews varied considerably. Student interviews generally required between one and two hours. The interviews with program directors varied from three to five hours, with additional time for visiting facilities. The written questionnaire completed by the directors required from 45 minutes to 1½ hours.

Data Summary

Interviews with program directors and students were transcribed from the recordings verbatim, but with sentence repetitions, pauses, and such, deleted. The question, as well as any subquestions, answers, and comments, were included for both the interviewer and respondent. Only for the former Head Start students was there a need to differentiate respondents. This was done when appropriate. Responses then were summarized for both interviews and the questionnaires by type of program; the summaries for responses by directors is given in Appendix B, for students in Appendix C.

Key portions of the questions and the corresponding numbers on the schedules are included at the top of each summary. Responses were assigned to general categories based on the nature or content of the responses. For example, student responses to a particular item dealing with employment were assigned to one of the three categories, "child-related," "other employment," or "not employed." These categories may have been included in the development of questionnaires as possible response areas, or have been derived from responses during summarization. The purpose of the categories is simply to aid in the identification of variations or similarities across programs, and to facilitate the analysis of findings. Items from both questionnaires covering similar content or general categories of information (funding, student information) have been presented on the same table or in a sequence to facilitate review of data. In some instances responses have been combined to reduce redundancy.

3.2 Discussion of Findings

This discussion is based on the analysis of a pilot interview of program directors and students involved in existing child care training programs. The intent is to relate the findings from reviews of individual programs and categories of content and to identify gaps or potential relationships in various aspects of the program. A summary of findings in Appendix A provides a general overview of the responses of individual directors and students, which are detailed in Appendix B and C, respectively.

Various categories of information are discussed in this section: administration, program linkages, program implementation, staffing, students, funds, and costs. The programs examined, although a limited sample, varied in their characteristics:

HS_1 High School: rural one year for completion, one school, first year of operation;

HS_2 High School: urban two years for completion, nine schools, in operation five years;

VT Post-Secondary: urban vocational-technical school, linkages with urban high school program, two years for completion, ongoing day and evening program, in operation four years;

JC Post-Secondary: urban, community junior college, operation within community college system on seven campuses, two years for completion, day and evening programs, included special projects for training workers currently employed in child care, in operation 5 years;

U State University: semi-urban, four-year program, interdepartmental linkages, in operation 30 years;

HSLDP Head Start Leadership Development Training: semi-urban, six weeks, residential, short-term training or upgrading

for Head Start employees, federally funded, under auspices of state university education department, in operation four years;

FDCP Special Project: family day care, one year of on-the-job training for family day care mothers, under the auspices of a two-year upper-division and graduate-level college specializing in preschool education, first year of three-year grant, federally funded.

Program Administration

The degree of administrative support for training programs that are part of the existing institutions appears to be critical to the initial development, expansion, and modification of programs. In the planning and early implementation phases, administration may contribute a variety of resources: staff, services, facilities. In all but the FDCP and HSLDP, administrative approval is required to appoint new staff. The U and JC programs indicated that expansion might not be possible because of other institutional priorities. The VT director stated that administrative support is essential for a high-quality training program.

One of the major information gaps apparent from the pilot investigation relates to the long-range planning role that is assumed by the administrations. This is particularly the case in HS_2, JC, VT, and U -- programs that are actually instructional components of their educational systems. It is equally difficult to determine how funds are allocated to these instructional programs, and what form of evaluation, if any, is incorporated.

Program Linkages

In addition to the linkage that all programs have with the educational institutions under whose auspices they function, training programs may have relationships or linkages with the day care

service delivery system, other community agencies, or other training programs. The nature and extent of the linkage varies with the training programs.

The actual impact that the day care service delivery system has on the training program during the development of programs is limited. The training programs all use community day care facilities for student observation and participation. The linkage here is generally informal and indirect; trainees are placed in day care settings on a one-to-one basis. Some programs do include an orientation for the cooperating staff or teacher, and the cooperating teacher may help evaluate the student's participation in the program.

A less direct relation between individual child care programs and training programs is established through the selection and inclusion trainees currently employed in child care settings. The HSLDP represents the most formal linkage; it uses regional training officers to select and refer Head Start employees to the program. Further, HSLDP attempts to incorporate the suggestions of local program directors regarding trainees need during the sessions. Programs such as the JC special project (Model Cities & Head Start supplementary) and FDCP incorporate child care providers that are part of distinct types of delivery systems. The evening program at JC and VT may include child care providers employed in various settings: kindergarten or preschool, both private and public care.

There are apparently three primary means of establishing linkages with other community groups or agencies. Programs such as FDC and VT incorporate the resources and services of a variety of community agencies: VT includes health services for children in the laboratory center and accepts referral from the clinic under

certain circumstances; FDCP used a wide range of community resources, such as the health department, the public library, family mental health services, and home-maker services.

The role of program directors in community groups is apparently a significant avenue for linking training programs to the community and offering an opportunity for interaction with a limited segment of the service delivery system. All directors seemed to devote much of their efforts to participation in various professional organizations, community 4-C organizations, parent groups, licensing committees, and the like. The VT director indicated that relations with the community are a primary responsibility.

With the exception of FDCP and U, all programs use advisory committees to give various community representatives a voice in program policy. The function and composition of these advisory groups vary. That these advisory committees may serve a useful role is exemplified in the fact that in the VT program the night component was established upon the recommendation of the advisory committee to the administration. Advisory committees may increase the interaction among service delivery systems, community agencies, interest groups, and training programs through joint memberships in training or child care program committees or by advising more than one training program. Further such advisory committees may increase the effectiveness of programs or contribute to their development by screening trainees, developing curricula, or developing jobs for trainees.

The linkages that exist among different training programs are primarily informal and are based on the personal knowledge and interaction of training program directors. Although directors have knowledge about the programs in their general geographic area or state, there is a lack of knowledge about the full range

of training efforts and an expressed desire for more comprehensive information about various types of training and curricula. Less direct linkages may take the form of transfer of students and the formal acceptance of credits. While this general area was not fully explored during the interviews, some programs (HSLDP, JC, and HS_1) have formal arrangements with other institutionals in training programs. VT and HS_2 are beginning to work out crediting structures and relationship with a state university. In addition, the two directors share responsibility for a modular curriculum project that will facilitate the development of career ladders and appropriate crediting for students.

Costs and Funds

Ideally, cost data would be expressed in costs per pupil per hour; this would facilitate comparisons among programs of varied length. The budget information for most of the programs under review, however, is extremely sketchy. In some instances it was impossible to isolate the costs for specific training programs operating under large educational systems, such as the HS_2, JC, or U programs. Accurate budget figures must be obtained for a variety of different programs to develop guidelines for funding.

Salaries are among the most costly items in all of the budgets. For the VT and the U, approximately 60% of the budget is allocated for training staff salaries. For the other programs for which budget breakdowns were available, the percentage is even higher if expenditures for student support are excluded.

The cost of staff varies somewhat with the amount of supervision of students and the follow-up planned. In the Model Cities project (under JC), for instance, supervisors visit trainees in their centers; this results in greater time and travel costs than if no on-site visits were involved.

Cost of facilities varies according to the type of training, either pre- or in-service, and whether facilities are provided in conjunction with the institutional setting or in the community. The Head Start and VT programs have estimated facilities costs of $13,000 and $20,000 respectively. This includes a laboratory facility and office space within the educational institution. Pre-service programs at the high-school level include special laboratory facilities; the cost of establishing and equipping these was approximately $23,000 for HS_1 and $15,000 for HS_2.

Purchasing and/or equipping laboratory facilities add considerably to the cost of training programs. For the HS_1 program, the cost of the laboratory facility was over half the total budget for the first year of operation.

These costs may be compared to those of in-service programs, such as FDCP and special projects at JC (Model Cities and Head Start supplementary training) whose facilities are rented at a cost of between $600-800 per year. These programs do not have to assume the cost of lab facilities; they use day care programs in the communities.

Participant support varies with the programs, but if it is included, it is a costly item. The Head Start Leadership Development Program directly subsidizes all the living expenses for trainees. Only programs with total federal funds directly subsidize trainees. Other programs make student support available through the institution, funds for this support are not directly part of program budgets. Other programs used a work-study mechanism. There are differences of opinion about the need for financial support of trainees; program staff said trainees dropped out of programs for financial reasons, while the trainees gave other reasons. In fact, one reason why HS_2 does not operate during the fourth quarter is

because students need to work during that period. Undoubtedly, some trainees, especially those from poor families, need funds for support and training expenses, but more accurate information will be needed before amounts can be specified.

Nearly all of the programs visited are heavily supported by federal funds. Any expansion of training slots of programs would probably involve additional federal investment, either for the total programs or for categories of costs, such as staff salaries.

In general, program directors' comments concerning priorities for additional funds relate to specific categories of expenditures, rather than general funding for entire programs. The most frequently mentioned priority is that of funds for additional training staff. Funds for participant support in the form of work-study programs, scholarships, or direct grants is the other priority need.

Three of the programs rank facilities lower in priority than faculty. Of highest priority for two programs is funding that would allow entire programs autonomously to expand or modify desired approaches to training.

Program Implementation

There appear to be certain conditions that foster program development in educational institutions once funds are available: The administration must see that the purposes of the programs are relevant to the institution; there must be the strong and dedicated interest of an individual; and staff and institutional resources must be available. In continuing the expansion of the program, additional funds and administrative support are necessary.

The basic pattern for the expansion of programs seems to begin

with the identification of staff, facilities, and appropriate curricula. As the program continues, there is greater differentiation among the roles of the staff, within the curriculum content, and among the characteristics of students. The facilities are expanded and the community or institution becomes more involved in the program. New functions, such as job placement, follow-up, increased coordination with other institutions or agencies, and such curriculum components as parent education and various specializations are added to the program. Modifications also take place in programming, with the addition of night and week-end programs.

Problems in the initial development of programs include the identification or development of such resources as participation settings and laboratory centers.

Qualified staff members must be recruited to arrange and supervise practicums and laboratory teaching settings for trainees. Also, the program staff must interest parents in placing their children in the program's laboratory setting, and must be able to provide such services as transportation and meals.

The problem of participation settings will undoubtedly be critical in the expansion of existing programs. The number of students who can be accommodated is directly related to the capacity of the laboratory and the number of placement settings for participation. This involves the identification of available settings, the recruitment and the orientation of the staff, and the supervision of the trainees in the field.

Staffing

The staff is a critical factor of training programs. In terms of program costs, salaries are among the most costly items in all

budgets, particularly after initial start-up costs have been taken care of. Staff was the category most frequently mentioned priority for additional funds.

The quality or characteristics of staff was specified as one of the most important determiners of training program quality in the high-school and post-secondary-level programs. Additional staff was desired to upgrade current programs, especially supervise or advise students during their experiences with children. Additional staff was also wanted to expand services either for trainees or children in the lab settings. An increase in the staff is a prerequisite for expansion in all programs.

Program directors, in describing the characteristics they looked for in potential staff members, mentioned type or level of training most frequently. Experience with children or teacher training was also mentioned, and there were references to competency or skill as a teacher. Three programs mentioned that knowledge of or experience in the community were desirable. Such personal qualities as warmth, openness, flexibility, sensitivity, commitment, and ability to work with people or students, were also mentioned. It should be noted that the characteristics mentioned as desirable in staff members were also included as criteria used in the selection of students, or at least considered desirable.

Overall, most of the staff in the training programs had had training in early childhood education. The staff of the high-school programs were largely trained in home economics, and represented the least range in type of training and levels. This may be a function of certification and training requirements associated with the public school system, in which child care programs are considered to be general vocational education or home economics. The two post-secondary programs indicated the widest range in types of

training, and included early childhood, elementary education, home economics, and other special areas.

The teachers in the high-school programs have had relatively less experience with children than have staff members of other programs. In the HSLDP and FDCP, all staff had over five years experience with children. For all programs, the majority of staff had over five years experience with children.

Initially the program staff is drawn from the institutional setting of which the program is a part. For example, in HS_1 and HS_2 teachers responsible for other courses have taken responsibility for the child care training programs. The HS_2 program coordinator indicated that she preferred instructors already familiar with the school and the school system. The JC program director was hired initially as an instructor and took over the expansion and development of the program. HSLDP and FDCP directors and assistant director were either on the instructional staff or part of the educational institution. In the VT program the director was hired to implement and develop the program.

Several directors indicated that they have hired training program graduates, or would like to have them as lab teachers (HS_1). This has been the case for VT and HSLDP, and trainees from HS_1 have taken positions in the city school system operated day care program. Students used as field assistants in FDCP are selected from the college under whose auspices the program operates. In addition, family day care mothers (past participants) will function as field faculty during the second year.

The issue of using paraprofessionals in training programs was not specifically addressed during the interviews with the program directors. Three of the training programs (VT, JC, HSLDP) included

staff with A.A. degrees in early childhood. The HS_1 program had a part-time teacher assistant who had no formal training or background in child care. In specifying needs for additional staff, HS_1 wanted a fully qualified nursery school teacher to supplement the teacher-directors responsibilities in the lab. The HS_2 director on the one hand indicated that training in home economics at the B.A. level was required and desirable, and on the other indicated that she would like to supplement teacher-supervisor activities with a trained paraprofessional taking responsibility in the laboratory. The HS_2 program coordinator also mentioned that more attention should be given to the use of paraprofessionals in training programs if training programs are to incorporate more students. Further the FDCP director indicated that many of the family day care mothers could be part of a training staff, and the program was planning to have five family day care mothers assume responsibilities as "field faculty" to help other family day care mothers start programs.

Staff Ratio and Curriculum Structure

The staff requirements for a particular program relate to the structure of curriculum, specifically the emphasis that is given to instructional work over practical experience. Programs such as JC and U devote more time to general course work than to field experience or participation. The student teaching or internship component is relatively independent of instructional work, and is usually taken at the end of the program sequence. The JC program incorporates about 1,200 students in the regular junior college program, with about 300 in special projects (Model Cities and Head Start supplementary training). Four field supervisors work with the 50 students in the Model Cities in-service training program. The Head Start supplementary project requires less field staff because it emphasizes individual course work.

Programs such as HS_1 and HS_2 integrate course work with participation; generally the ratio is one teacher per 15 trainees, with the teacher also supervising children in the laboratory setting. The HS_2 second-year component requires an additional staff person for field supervision of 15 trainees. In-service programs such as FDCP and HSLDP not only require basic instructional staff for family day care mothers or Head Start trainees, but staff or replacements are required to allow release time for training. In both cases these people are paid; the family day care program pays students as assistants, and the local Head Start program pays the trainees' salary to her replacement during the six-week training period.

The use of community programs for internships or participation will require a higher teacher-student ratio; a basic teacher ratio for general instructional courses is about one to 30, and programs that have one teacher for 15 students in lab settings, and one field supervisor to seven or ten students will be more costly. While personnel cost of the training program will be higher, the cost of personnel may be off-set by a decrease in the costs of laboratory facilities or of the quality of the experiences provided students. It may be possible to accommodate more students in training; the size of the laboratory has been mentioned by directors as a restraining factor in expanding the number of students. An additional advantage to using community facilities as placement settings is the potential this has for upgrading community programs. Although this is an area that needs greater investigation, it would seem advisable to develop community-based programs instead of setting up new laboratory facilities. Further research is needed to determine what combination of staff-student ratio and curriculum would be the least expensive and the most effective.

Program Content

Existing resources were used to develop curriculum content. For example, the high-school course was adapted to fit the needs of the vocational-technical program. In other instances, courses have been distilled or altered for short-term institutes or conferences. In the absence of available resources, curriculum was developed largely by the resource people supplementing the program staff. Consultant and/or institution staff outside the immediate project or program have played major roles in initial development.

It is difficult to determine the types and amount of information actually covered in these programs, since the program directors were asked about broad content areas and not about specific topics or the time spent covering those topics. Two other factors complicate comparisons of existing programs in terms of the amount of time they devote to and the detail with which they present information in various curriculum areas: (a) the articulation of content areas varies from program to program -- some programs offer discrete and limited courses, such as "child nutrition," while others offer only general, wide-ranging course areas, such as "child development" that include some presentation of such topics as nutrition; and (b) programs vary in the amounts of time they devote to categories of information.

There is a need for organized information about existing curriculum materials; each new project should not have to develop its own materials. Although time-consuming, the development of general curricula or specific materials relevant to many particular projects may meet the needs of the specific trainees better than packaged curricula transplanted from one program to another. The availability of technical assistance in such areas as curriculum planning and development could facilitate the development of new programs and the upgrading of existing programs.

Program directors indicated several gaps in program content or materials:

(a) parents' relationships:
- to children
- to control of programs

(b) various types of roles and delivery systems:
- administration of day care programs
- family day care programs
- training for day care

(c) needs of children in day care:
- black children in non-disadvantaged settings
- children's language development

(d) trainees' needs:
- employment guidance in child care jobs
- low-difficulty reading materials
- use of teaching machines
- team-teaching concepts.

Some programs emphasize general education (JC, U) and some are designed primarily for occupational training (HS, VT, FDCP, HSLDP). The occupation-oriented programs appear to be more flexible: In the pre-service occupational programs (HS and VT), content is not organized according to discrete courses but according to general content areas that integrate with practical experiences. In the in-service programs (FDCP & HSLDP), trainees also integrate on-the-job (FDCP) or student teaching (HSLDP) with course work, and have substantial opportunities to determine content or provide feedback about the programs; this may be a function of their experiences in the job setting and the additional perspective this provides in identifying their training needs. In general, in-service, occupationally oriented programs provide more opportunity for trainees to determine content.

All programs provide opportunities for trainees to work with children. Except for HS_1, VT, and FDCP, trainees have an opportunity to work in the laboratory setting as well as in a child care program in the community. In HSLDP, VT, and U, an attempt is made to match students' needs and interests in assigning them to community child care programs.

Both trainees and directors suggested that students should have experience with children early in the training session. Such experience serves a dual purpose of helping trainees to determine their level of interest in a child care career and of helping them to integrate the academic and practical approaches.

However, there are major gaps in the content covered by the programs. While all of them included child development and experiences over a wide range of types of activities, practicum activities were concentrated largely on preschool children. There is a need to increase this range to include experiences with infants and school-age children. (This is particularly critical if the Family Assistance Plan is passed, since the mothers with school-age children will be given first priority in terms of training and work requirements.)

Training programs are less likely to include topics related to administrative activities in child care; only one of the programs even included administrators as trainees. There is a need to develop programs to train administrators as the first priority, since these will be the first people employed in developing future child care services.

Another major gap in program content is related to family day care. All of the programs with the exception of the one focusing on family day care offered trainees experience only in group settings.

Since most of the children who are cared for outside their own homes by non-family members are in family day care settings, it would seem worthwhile to focus more of the training efforts on people working in the family day care settings or those who seek such employment.

Recruitment, Selection, and Entrance

The actual amount of recruitment -- and responsibility for this activity -- varies in the programs. The need for recruitment seems to vary according to whether the program is starting up or has been in operation for a period of time. This may be a function of the time necessary for information about the program to be disseminated to potential trainees, or of whether or not potential trainees are already part of the formal child care delivery system.

Both the VT and the FDCP indicated that program start-up required extensive recruitment efforts. Once established, the JC and VT programs require little formal recruiting; efforts are largely confined to distribution of written information. At the high-school level, the continuous and active recruitment of students by the training staff is most common.

In the HSLDP and JC special projects recruitment and referral to the training program is not part of the responsibility of the program itself. Referrals are made to the training program from the child care delivery system by some intermediate source -- a regional training officer or the director of the child care program.

There apparently are two mechanisms for screening students before they are selected into programs: one is the nature of entrance requirements to the educational institution of which the program is a part; the other is the use of intermediary screening sources either within the institution or in conjunction with the formal

child care system. The control that the individual program has over the actual selection of trainees varies according to the formality of institutional entrance requirements or the referral system.

While the U program has formal entrance requirements to act as a screening device, the actual staff of providing the instruction have no control over who enters. On the other hand, programs such as HSLDP and the JC special projects (Model Cities and Head Start supplementary) have formal recruitment and selection responsibility; an intermediary source -- either program directors or regional training officers -- send trainees; and here again the training staff has no way of screening participants for inclusion.

At the post-secondary level, entrance to the institution is open. The JC general program has no control over screening or selection, and entrance to the training program is essentially based on student interest. At the VT program a student counselor screens interested students and refers those selected to interviews. Even here the actual control is limited. To accommodate for the lack of predictability in trainee success, if trainees wish to discontinue the course after one year rather than complete the full two years, these programs provide a one-year certificate.

At the high school level the teacher has the most complete control and responsibility for screening and selecting students, and is most active in recruiting efforts. In this case, the program has the widest range of students, since there are no entrance requirements for the public-schools; also, there are very few linkages between potential trainees and the child care delivery system.

In all programs, except the high-school level, program directors

said they had problems with selection policy and criteria. This was particularly true for HSLDP, which does no recruiting but does have the most formal intermediary referral system, and for the U, whose students were screened at the time of entrance to the institution primarily on the basis of academic criteria.

It is apparent that different selection processes and criteria must be determined by the objectives of the program, the type of educational institution, and the nature of the students to be incorporated. If training is intended to provide competent child care workers who can perform various occupational roles, clearly stated selection criteria should be developed and utilized. If however, training in child care has other functions, such as preparing parents (either prospective or current) for child-rearing, then programs will have to consider other criteria and make the program available to all.

In addition, different selection criteria and policies will be necessary if program objectives are to upgrade currently employed workers -- rather than preparing various levels of new personnel. Further, the need for recruitment may vary according to the types of trainees to be included; it may be easier to incorporate currently employed workers into child care programs than to recruit new trainees.

Trainee Characteristics

Virtually all students in all training programs are women. Several directors indicated that they wished to encourage boys at the high school and post-secondary levels to enroll. Two of seven FDCP student field assistants were male, and there were some men in the U program. The actual number of men in other programs was not specified; directors were only asked to describe the typical enrollee.

The ages of trainees varies across all programs, but in general, the age increases as the level of the education institution progresses from high school to post-secondary or college. HSLDP, JC, and FDCP, which incorporate those currently employed into evening programs, serve an older population.

In general, students at the high school level do not hold jobs, or if they do, they have part-time jobs in areas not necessarily child-care-related -- although baby-sitting was common. More students are currently employed full-time in child-care-related occupations in the VT and JC programs. Although all the HSLDP trainees are employed in Head Start programs, they do not work at their regular jobs during the course of this particular program.

Access to Programs

The number of times during the year when students may enter the programs is generally fixed -- although the frequency with which new students may be enrolled varies. In the HS programs and FDCP, entry is once a year, and programs operate on a nine-month basis. Trainees in HSLDP have a fixed point of time for entry, but the entire program is offered for six weeks, and five sessions are given per year. Course work for entering students is offered on a continuing basis in U, JC, and VT programs. New students may enter twice a year in U and JC, while VT may have new enrollees four times a year.

The amount of time for completion varies according to the program, as does the flexibility allowed students in completing the programs. HS_1 requires continuous participation in the program during the nine months that it is offered. HS_2 requires two calendar years from entry to completion, but the trainee is actually participating in the program for 18 months. Greater flexibility is found in the JC, VT night program, and U programs, whose trainees may take longer

that the two or four years required. This is due to the variations in the number of credit hours taken by the students. Apparently none of the programs can be completed in less than the required time.

If training programs are to maximize their utilization and efficiency, and their accessibility to potential trainees, consideration will have to be given to the flexibility of entry times, the amount of time required to cover content, and to the way that students may modify that time to meet their needs. Increasing the amount of time the program operates during the year and scheduling evening and/or week-end sessions may further increase the accessibility of training to those currently employed in child care occupations.

If time is a factor in training people for child care occupations, then the availability of grants for trainees' personal support may reduce the time necessary for training. Participant support may also provide greater efficiency in the use of program and training facilities in personnel by permitting full-year participation of trainees. However, if one of the goals of training programs is to enable participants to perform their own jobs better, then support might be better provided through employment in child care settings or work-study type programs, since this could provide experiences for the trainees in their actual work settings.

Outcomes for Trainees

All of the programs visited have training for employment as their primary objective. The levels for which people are trained depend on the mission of the training institution (high schools train persons only for entry level, and the two-year and four-year programs are directed toward higher levels of responsibility).

It should be noted that the definitions of "aide" and "assistant" and the specific roles trainees will assume after completing the programs are unclear. The use of the labels does not necessarily represent the level of responsibility trainees might undertake. It appears that the levels of responsibility and roles trainees assume is often more directly related to the type of job setting than to the nature of preparation. In other words, those trained as aides or assistants might assume head teacher responsibilities in some child care programs, while others might function as teacher aides in other settings. Some of those completing the HSLDP might not advance up the career ladder into head teacher positions even when they successfully complete the training.

There is no formal job placement in any of the programs -- of course, not all programs need such a component; All FDCP and HSLDP trainees, for instance, are employed at the time of training. In other programs, however, there is need for job placement for the "graduates" to utilize most effectively those who have skill with children. The public schools are an available and clearly identifiable area for application. However, trainees who are seeking employment within care settings for young children may need placement services; such programs are usually small and have no formal system for recruiting employees. Perhaps employment services, at least at a city or state level -- the state employment service, for example -- would facilitate the placement of students. One director suggested a national system for job placement that might be coordinated by one of the professional organizations -- the National Association for the Education of Young Children; the Association for Early Childhood Education International; or the National Education Association, Nursery, Kindergarten, Elementary section.

Formal follow-up of trainees after the completion of their training is minimal, except for the HSLDP. Although follow-up is required

in vocational education programs (HS and VT), so far it has not included feedback from employers about the competence of and the employers' satisfaction with their employees. Follow-up information is necessary before valid judgments of the effectiveness of existing programs can be made. Continuing training, special sessions, seminars, and workshops also need better information about trainee activities, interests, and needs.

The trainees interviewed did not represent a random group of participants in the programs. The objective in interviewing the students was to obtain other perspectives on the programs. This perspective is marked when trainee and staff responses are compared.

In many aspects, students' opinions were similar to those of the program staff, although the specific responses differed. One student, for example, reported that experience with children helped her to decide to have only a small family, while the project director viewed the experience in more general terms. In other areas, such as reasons for leaving the program, students and staff offered different explanations.

The program directors suggested that financial, rather than lack of interest, are determiners of drop-outs from the program. Students, on the other hand, emphasized lack of interest and career factors. The particular students interviewed, of course, may either not have had financial concerns or may have had adequate means of support through full- or part-time work, student benefits, or stipends.

Leaving the program because of interest factors, however, apparently corresponds to students' lack of experience with children prior to entering the program. In the U, VT, and HS programs, most students have not had experience working with children. This "try-out" phenomenon is not seemingly related to programs such as family day

care or Head Start, whose participants have made fairly specific educational or occupational choices, based on experience with children.

It was apparent that the training programs and community centers associaced with them are a source of employment for program graduates. The HSLDP has hired three of its graduates. The VT program currently is employing a student as a staff member, while a JC student worked in the laboratory center during training. Many of the post-secondary students and students from the HS_2 program have been hired by the centers in which they interned.

3.3 Conclusions and Recommendations

The following are recommendations for planning, developing, and using training resources effectively to meet increased demands for trained child care personnel. These recommendations are based largely on the findings of the interviews discussed earlier in this section. Information from available publications, resources, and conversations with child care workers and trainers have also been utilized. A summary of findings and recommendations is presented in Table 1 at the end of this section. These suggestions are based on current data and should be revised as additional information becomes available.

The conclusions and recommendations are presented in the context of three potential strategies for meeting the needs of a child care delivery system for varied number and types of personnel. The selection and implementation of the particular strategy or combination of strategies will be dependent on final decisions regarding the federal objectives for a child care system. Strategies for enhancing the potential of training program to meet delivery

system needs may include:

(a) maximizing the effectiveness and usage of existing programs and resources;

(b) expanding existing programs; and

(c) developing new programs and resources.

The initial recommendations relate steps that may be taken immediately, and that provide a basis for decisions about which strategy will be employed. These initial steps would be applicable regardless of the strategy selected. Other recommendations focus on the components and mechanisms that will have to be designed into a functioning child care training system for it to be maximally responsive to current and evolving needs.

Maximizing the Effectiveness and Usage of Existing Programs and Resources

The least costly and, perhaps, quickest to implement may be those alternatives that involve changes in existing programs. However, training is currently offered under a variety of auspices, from private consulting firms, to individual community action programs, to every level of educational institution from high schools through universities. There is little comprehensive and systematic information available about these programs, even at a single educational level. To evaluate existing resources, it is recommended that a national census of current programs be undertaken as soon as possible. Information about levels of training, actual and possible numbers of trainees accommodated, length of programs, entrance and exit criteria, costs, and other critical data should be included. The availability of additional slots, model programs, and gaps in resources should be identified.

Once this survey is completed, effective ways of communicating

among the different training programs should be developed; currently there is little exchange of information among programs. Such communication would facilitate the development of career ladders and would help coordinate programs to eliminate duplication and to permit trainees to progress through different levels of training.

Some immediate steps also could be taken to facilitate communication among training programs. Personnel from different departments and agencies of the federal government involved in the training of child care personnel workers and those currently providing training programs could meet in a one- or two-day session to explore effective ways of utilizing existing resources and possible alternatives for expansion. In attendance at such a session should be representatives of: the Office of Education, Vocational and Technical Programs and Secondary Education Home Economics; the Office of Child Development, Head Start Training; and the Department of Labor, Manpower Training Programs. Training program directors should come from all levels of training, from high schools, vocational-technical schools, two-year junior colleges, four-year colleges, and special programs. Providers of child care services could also be included to present their views on training needs and experiences.

Another possible way to disseminate information about training efforts might be a joint publication by OEO and the Office of Education, such as has been done for model programs in early childhood education or the It Works series published by the Office of Education.

Information about the effectiveness of existing programs is also badly needed. A follow-up of graduates could also be undertaken, either as a part of the national survey or as an independent study. When information about the effectiveness of the content, methods, and materials of existing training programs becomes available,

standards should be developed for programs. Until such information is available, it is not possible to make further recommendations for increasing the effectiveness and use of existing programs.

Coordination between child care delivery systems and personnel training programs is also needed to facilitate the most effective training, the most relevant practicum experiences, and the placement of trainees in available jobs. In addition, increased contact and cooperation among trainers and employers could enhance the quality of existing child care programs.

Expanding Existing Programs

The extent to which existing programs could or will need to be expanded is not known, since comprehensive information on the current availability and capacity of training programs is not available. Prior to an investment in the expansion or development of new programs, of course, information about current training programs should be disseminated as a basis for decisions. It would also be important in the expansion of existing programs, and particularly in the development of new programs, to provide technical assistance at the state or regional level. These persons would serve as consultants in the development of administration and program content, perhaps under the auspices of state departments of education.

Existing programs could be expanded in several ways: by increasing the number of trainees, the frequency with which training is available, and/or the detail or scope of content offered. Training programs may be currently under-enrolled or, perhaps, could accommodate increased numbers of trainees if more staff and more participation facilities were available. In areas with well-developed, ongoing programs, all that may be needed is additional funding.

At this time, nearly all training opportunities are designed for teachers and assistants in group care settings. Training programs must be developed for other child care workers: administrators, licensing and consultation staff, and family day care mothers. The content of training programs must be more flexible and must cover a wider range of information and practical experiences. Content for teachers and assistants must be expanded to cover the care of a wider age range of children, from infants through 12-year-olds.

Experiences with children should be available early in the training for two reasons: Early experience enables trainees, especially in pre-service training programs, to determine their suitability and interest in child care careers, and it helps trainees to integrate academic information with practical experiences.

It is clear from the profile of trainees included in programs that the vast majority of trainees are women. Steps will be necessary to increase the number of men in programs. This will require either more extensive recruiting efforts or the development of incentives for men to enter training and remain in child care occupations. However, the involvement of men in child care settings may not be restricted to long-range career emphasis; training programs should also consider expanding training to include male volunteers or part-time occupations that would be appropriate for college students, parents, or senior citizens.

Regarding the accessibility of training programs, many operate only, or primarily, during the day. If training is to be available to currently employed persons, it either must be available after working hours, on nights and/or weekends, or provisions must be made for time-off during working hours to attend training. If the amount of time spent in training is a critical factor,

then direct subsidies for trainees support should be made available to them. If time is less of an issue, and if it is important that trainees have experience in child care settings, then it might be most advantageous to provide funds for trainee support through some type of work-study program.

Two kinds of service for trainees must be included or linked to training programs: job placement and follow-up of graduates. The placement of trainees in jobs is a critical link between training and the provision of child care services, yet it was only an informal responsibility in the programs visited. Training programs could establish formal ties with existing employment services -- such as those available in state employment agencies, colleges, universities, or professional organizations -- or training programs could develop their own services through increased activities with providers of child care services. Some follow-up of training program graduates, or an appropriate sample, is essential to evaluate the effectiveness of programs. Since there are a variety of programs available, the characteristics of trainees who are successful in different types of programs should be studied, and efforts to "match" students with appropriate programs should be undertaken.

Developing New Programs and Resources

Directors of training programs need to be recruited and trained. This could be undertaken on a regional basis, perhaps as a special program offered by a college or university. If new training programs are needed, the recruitment of training directors or trainers should be one of the first activities undertaken.

If new training programs are begun, it is recommended that whenever feasible, trainee experiences with children be provided in existing day care homes and centers. This could reduce the amount

of lead time necessary to initiate programs by eliminating the processes of establishing a facility and enrolling children. It would also encourage more direct communication between child care providers and trainers and could contribute to the upgrading of existing services.

Besides training people for work in formal day care settings, the preparation in child development may help trainees as parents or potential parents in rearing their own children. In pre-service programs, especially, education for parenthood is an important objective. To maximize the number of potential parents reached, it is recommended that programs and/or courses in child development, family life, and human relationships be included in junior high and high schools, and made available on a wider basis.

This would serve as both career development and as parent (or pre-parent) education. At the younger ages, such programs could interest and orient students to career possibilities and to learning how to interact with young children. Older students could receive more specific training for child care, child development programs, and human relations. All students should have some direct experiences with young children. This could be accomplished in conjunction with ongoing child care services, cross-age teaching within the school settings, or work with community groups.

Such programs are currently available in a limited number of schools -- Schenectady, Philadelphia, Highland Park, Evanston, Seattle, Dallas, Talanta, and San Diego (Programs for Infants and Young Children, 1970) -- and are popular with the students. Shorter-term programs to help teenagers become better baby-sitters are available under the auspices of several organizations, such as the Girl Scouts, YWCA, and retail stores. The possibilities for

expanding these resources should be explored; experiences in group and family day care settings could be mutually beneficial. There seems to be an interest throughout the country in providing training for child care workers at all educational levels. The primary prerequisite for initiating further activity in child care training would be the provision of funds and the dissemination of funding information to all levels of educational institutions, community action programs, and private providers.

For coordination of these training programs, it would seem most feasible to develop a central agency at the federal level, possibly through the Office of Education, which would coordinate the programs in educational institutions and non-affiliated projects and would review applications. (A specific discussion of coordination is offered in section 2.0.)

Table 1

Survey of Findings
And Recommendations for Action

Table 1. Survey of Findings

Area	Findings	Conclusions and Implications
General	A variety of programs is available under auspices of educational institutions from high school through university.	Need accurate information about numbers, goals, locations, costs, etc., to plan for increasing training slots and availability
		Need coordination
	Program directors are uninformed about other training programs.	Need dissemination of information
Source of funds	Primarily supported by federal funds -- categorical rather than general funds.	
Priority for funds	Primarily for staff of existing training programs or participant support.	Funding needs for existing programs are of specific nature and will differ from needs in start-up efforts.
Program costs	Developing laboratory facilities inflates cost.	Program costs could be reduced through the use of available community child care programs.
Assessment of need	No data on the long range planning phase. Generally a function assumed outside the training program (licensing agency, educational administration)	No basis for modifying existing programs or for development of new training efforts.

Table 1

Recommendations For Action

Recommendations for Action
Nationwide survey of existing child care personnel training programs at all levels
Develop mechanism for coordination.
Publications describing model programs such as It Works series (possible joint OEO-OE effort).
One- or two-day workshop in Washington involving federal agencies (OE, OEO, OCD, DoL) and provider of training to consider coordination and expansion.
Continued funding/new funds are needed in order to expand existing or to initiate new programs
Differential funding level and categories for existing or to initiate new programs.
Includes developing new programs and making use of existing family and group care settings when possible.
Develop means for assessing personnel needs and priorities consistent with manpower needs of delivery system.

Table 1

Table 1. Survey of Findings

Area	Findings	Conclusions and Implications
Program initiation	Largely due to extensive efforts of single individual. Initial interest frequently the result of workshops sessions providing information about training possibilities and availability of funds.	Interest specific individuals from potential providers
Program evaluation	None of programs provided for systematic evaluation.	Need for evaluation of programs in terms of process and outcomes, impact.
Purpose of training	Work oriented - either pre-service or in-service.	Necessity for availability of employment.
	Secondary objective is preparation for parenthood; increase effectiveness as parents.	Child care and development courses, either general or occupational may have dual impact; need research
Job description and terminology	No clear differentiation in task roles or job titles at various levels.	Need consistent set of task definitions and corresponding job titles.
Content	Experience with children considered valuable by both students and training personnel/helps students determine interest in career of working with children and integrates academic with practical	Provide for experiences with children early in training and throughout.
	Experiences primarily with preschool children.	Need personnel for work with infants and older children.

Table 1

Recommendations For Action

Recommendations for Action
Sponsor workshops and other information and working sessions to develop programs. Provide technical assistance and support for individuals as they develop program.
Develop procedures for evaluating programs.
Insure availability of jobs or train only those for whom jobs are available.
Broaden the base for training for parenthood by presenting in junior high and high school.
Develop task description appropriate to varied child care settings.
Provide incentives, funds, technical assistance for developing such programs.
Expand content and experience to include wider age range of children, infants, and school-age.

Table 1

Table 1. Survey of Findings

Area	Findings	Conclusions and Implications
Content (cont'd)	Primary emphasis in all programs on training of classroom personnel for group child care.	Need for training for administrators, family day care workers, licensing certification personnel, recreation and support.
Entrance requirement	Generally none, in addition to admission to sponsoring educational institution	May need changes or waivers of requirements in order to serve some special groups.
Programming and scheduling	Entry and exist fixed; generally day programs	Limits accessibility of training or time required to complete for people currently employed.
Trainees	Nearly all trainees are women between approximately 16 years and middle-age	Very few men in programs
	Many from disadvantaged backgrounds.	Changes in traditional training materials and methods.
	Some require participant support, of various types, employment; work-study.	
Criteria for completion of training	Based primarily on completion of specified content; measured by tests.	Programs lacked flexibility for working with a variety of trainees.
Linkages with delivery of child care services	Limited interaction between providers of training and providers of child care services.	Communication among trainers and those directly involved in child care could improve quality of training, increase job opportunities and help upgrade existing services.

Recommendations For Action

Recommendations for Action
Expand or develop programs for other child care personnel.
Develop system for work release time; design programs to allow flexible entry and completion time; more programs should be available during evenings.
Need to make concerted effort to recruit men if it is desirable to have them in child care programs.
Develop different training methods and materials.
Develop competency-based criteria.
Need to develop incentives, effective avenues for interchange between training programs and service delivery systems.

Table 1

Table 1. Survey of Findings

Area	Findings	Conclusions and Implications
Job placement	Seen as informal function by all programs surveyed.	If programs are work oriented, then need to formalize placement of "graduates".
Follow-up of graduates	Limited follow-up currently being undertaken.	In order to determine effectiveness of programs, must have systematic information about former trainees. Training apparently is seen as a "single program", not ongoing activity.

Recommendations For Action

Recommendations for Action
Develop formal job placement services as part of training program or establish connections with existing placement resources.
Develop formal system for following up graduates for purposes of determining training effectiveness.
Need to develop effective ways of helping program graduates to update knowledge and skills, continue learning.

Table 1

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